FEBRUARY MIDMONTHLY

FILE

SURVEY

JOURNAL OF SOCIAL WORK

PALO ALTO
PUBLIC LIBRARY
READING ROOM

"WE DEMAND..."

Charles F. Ernst

WHAT IS WORTH SAVING IN RELIEF

Dorothy C. Kahn

MISS BAILEY SAYS:

Security Has Growing Pains

ON JUVENILE COURTS

Charles L. Chute

PALO ALTO
PUBLIC LIBRARY
READING ROOM

VOLUNTEERS VENTURE

Wallace W. North

30 cents a copy 1937 $3.00 a year

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

BOSTON COLLEGE SCHOOL OF SOCIAL WORK

FIRST SEMESTER—SEPT. 21, 1936
SECOND SEMESTER—FEB. 1, 1937

A PROFESSIONAL SCHOOL
A GRADUATE SCHOOL
A CATHOLIC SCHOOL

Two years of social work training in theory and practice for men and women. Organized on a strictly graduate basis, leading to a Master's degree. Equipped to effect a synthesis of Catholic principles and social work techniques. Opportunities for students of all faiths to develop a substantial spirituality.

Address

THE DEAN
Boston College School of Social Work
126 Newbury Street
Boston, Massachusetts

CATALOGUE SENT ON REQUEST

THE UNIVERSITY OF CHICAGO

SCHOOL OF SOCIAL SERVICE ADMINISTRATION

ACADEMIC YEAR 1936-37

Spring Quarter begins March 29

SUMMER QUARTER, 1937

First term, June 16 - July 21
Second term, July 22-August 27

THE SOCIAL SERVICE REVIEW
Edited by GRACE ABBOTT
A Professional Quarterly for Social Workers

Pennsylvania School of Social Work

Affiliated with the University of Pennsylvania

Announces a course of lectures in the
ADVANCED CURRICULUM

GROWTH, LEARNING AND CHANGE IN THE DEVELOPMENT OF THE INDIVIDUAL

The Dilemma of Growth.....Dr. Frederick H. Allen
The Genetic Basis of Development—
Dr. Herbert S. Jennings
Maturation and the Patterning of Behavior—
Dr. Arnold Gesell
An Analysis of the Problem of Learning—
Dr. Kurt Koffka
What We Know About Traces.....Dr. Kurt Koffka
Learning and the Ego.....Dr. Kurt Koffka
Experience and Culture.....Dr. A. Irving Hallowell
Education Discovers the Child—
Mrs. Lucy Sprague Mitchell
Growth, Learning and Change in Terms of Personality Development—7 lectures....Dr. Otto Rank

Complete Bulletin will be sent on request.

311 South Juniper Street Philadelphia

THE GRADUATE SCHOOL FOR JEWISH SOCIAL WORK

offers graduate professional curricula for the acquisition of the necessary knowledge and skills for social work, leading to the Master's and Doctor's degrees.

PUBLIC AND PRIVATE SOCIAL WORK AGENCIES

increasingly require such knowledge and skill from candidates for positions.

For information about requirements for admission, scholarships and fellowships, write to

DR. M. J. KARPF, Director

The Graduate School For Jewish Social Work

71 West 47th Street, New York City

THE SURVEY for February 1937, Vol. LXXIII, No. 2. Published monthly and copyright 1937 by SURVEY ASSOCIATES, Inc. Publication office, 762 East 21 Street, Brooklyn, N. Y. Executive offices 112 East 19 Street, New York. Price this issue 30 cts.; $3 a year; foreign postage, 50 cts. extra; Canadian, 30 cts. Entered as second-class matter at the post office at Brooklyn, N. Y., under the Act of March 3, 1879. Acceptance for mailing at a special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 26, 1918.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE MIDMONTHLY SURVEY

SURVEY ASSOCIATES, INC.

Publication Office:
762 East 21 Street, Brooklyn, N. Y.

Editorial Office:
112 East 19 Street, New York

To which all communications should be sent

THE SURVEY—Monthly—$3.00 a Year
SURVEY GRAPHIC—Monthly—$3.00 a Year

LUCIUS R. EASTMAN, *president;* JULIAN W. MACK, JOSEPH P. CHAMBERLAIN, JOHN PALMER GAVIT, *vice-presidents;* ANN REED BRENNER, *secretary.*

PAUL KELLOGG, *editor.*

MARY ROSS, BEULAH AMIDON, ANN REED BRENNER, JOHN PALMER GAVIT, LOULA D. LASKER, FLORENCE LOEB KELLOGG, GERTRUDE SPRINGER, VICTOR WEYBRIGHT, *associate editors;* RUTH A. LERRIGO, HELEN CHAMBERLAIN, *assistant editors.*

EDWARD T. DEVINE, GRAHAM TAYLOR, HAVEN EMERSON, M.D., LEON WHIPPLE, JOANNA C. COLCORD, RUSSELL H. KURTZ, *contributing editors.*

MOLLIE CONDON, *circulation manager;* MARY R. ANDERSON, *advertising manager.*

FEBRUARY 1937 CONTENTS VOL. LXXIII No. 2

Frontispiece 34

"We Demand . . ." ..... CHARLES F. ERNST 35

Little 'Dobe Homes in the West ..... C. W. BURR 37

What is Worth Saving in "This Business of Relief" ..... DOROTHY C. KAHN 38

Volunteers Venture ..... WALLACE W. NORTH 39

These Juvenile Courts of Ours ..... CHARLES L. CHUTE 40

Miss Bailey Says. . . Security Has Its Growing Pains ..... GERTRUDE SPRINGER 42

Behavior As It Is Behaved—IV Goldie and Gracie Step Out ..... ELEANOR ROWLAND WEMBRIDGE 44

The President's Committee on Administrative Management 45

The Common Welfare 47

The Social Front 49

WPA • Relief • Child Labor • Public Assistance • The Insurances • Cooperatives • Nurses and Nursing • The Public's Health • Jobs and Workers • Child Welfare • Professional • Citizen Service • Interpretation • People and Things

Readers Write 59

Book Reviews 60

© Survey Associates, Inc.

So They Say

• The essence of any peaceable relationship in human affairs is that nobody shall have arbitrary power.—WALTER LIPPMANN, *news commentator.*

• Civilization could never advance without the liberals; it would fall into anarchy without the conservatives.—DR. CHARLES A. BROWNE, *U. S. Department of Agriculture.*

• As little as the battle between single ants of an anthill is essential to survival, just so little is this the case with the individual members of a human community.—DR. ALBERT EINSTEIN.

• The world has no time for bungling or muddling through. That was good enough for the older civilization, but not for us now. —PROF. STEPHEN LEACOCK, *McGill University, Montreal, to Amherst College Alumni Council.*

• Launching the selective draft during the World War was child's play compared to the brain-busting job of getting the old age pension system of the Social Security Act under way.—DREW PEARSON and ROBERT S. ALLEN, *Washington news commentators.*

• Revolution means a new beginning with new naive principles all void of immunity and ready to be corrupted. It carries within it a strategic necessity, usually exaggerated, for suppression of the criticism of opposition.—H. G. WELLS *in The Anatomy of Frustration.*

• Nations, like individuals, will fight when they want something more than peace or fear something worse than war.—PROF. ROBERT MCELROY, *Oxford University.*

• To my mind there is as much harm done by what is known as "smother love" as by anything else in the world—LADY NANCY ASTOR *to the Child Welfare League of America.*

• Free discussion is not a luxury in a living society but a necessity. It is one vital prerequisite for genuine growth in men and groups.—FRANK KINGDON, *president, Newark University, N. J.*

COMING NEXT MONTH

County boards of public welfare are a "reality situation." We already have some 3000 of them. In the March *Survey* Robert T. Lansdale of the committee on public administration of the Social Science Research Council, will appraise the strengths and weaknesses of the board system as he has seen it functioning over the country.

• The Court has a great advantage over the rest of us—what it can't prove it can still decide.—PROF. EDWARD CORWIN, *Princeton.*

• I want to do what I can to see that life is not made a burden for the many and a holiday for the few.—*The late* SENATOR JAMES COUZENS.

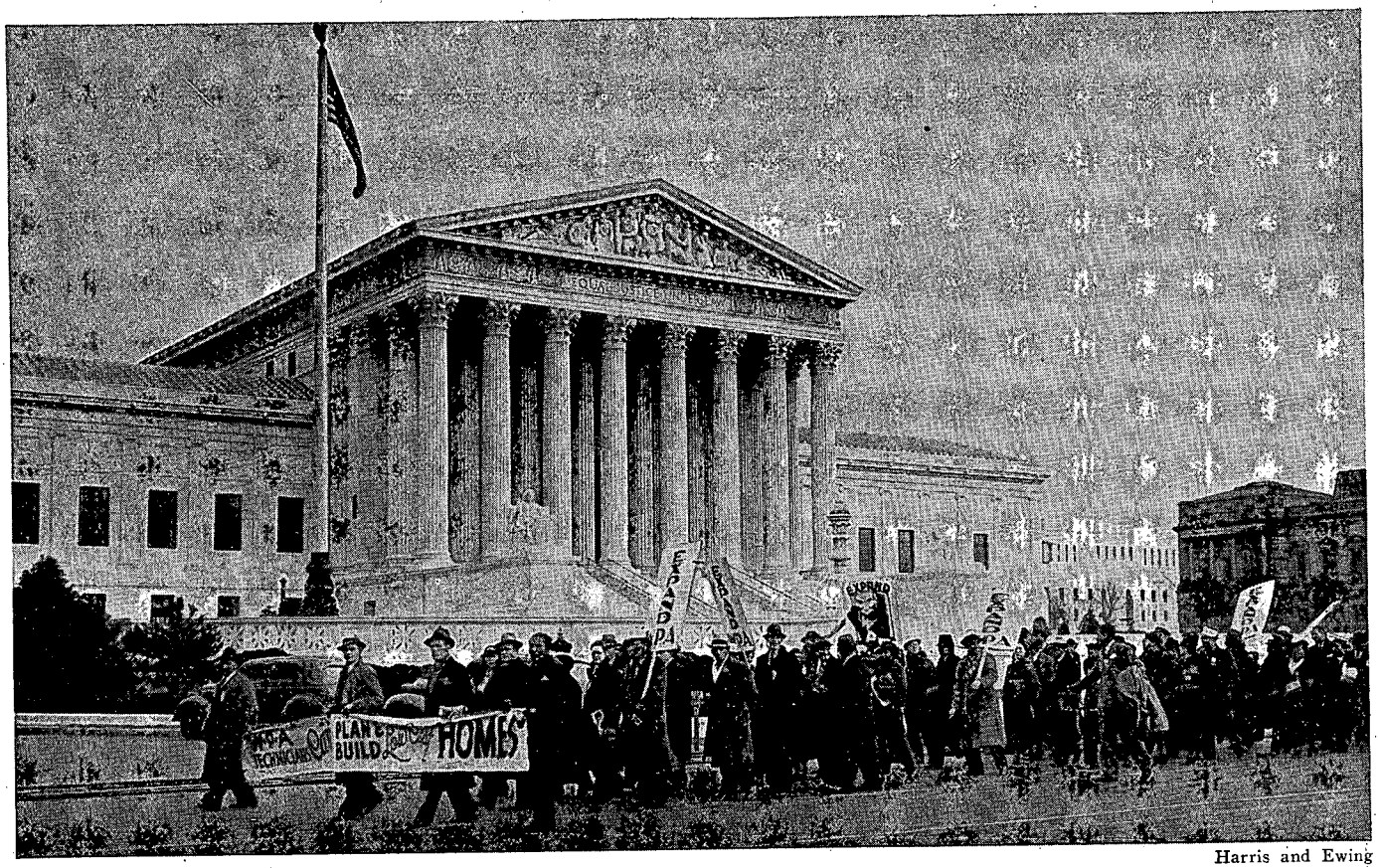
• Much that is called research in education and in the social order is nothing more than the laborious rearrangement of the obvious. —NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• The most noticeable characteristic of the humanitarian, cultural and social service units of government is their uniformly inadequate support—PROF. JOHN F. PFIFFNER, *University of Southern California.*

• The most efficient, equitable form of relationship between management with its frailties, and labor with its emotions, is through collective bargaining.—M. W. CLEMENT, *president, Pennsylvania Railroad.*

• We are in the habit of saying that we do not want fascism or communism, we want democracy; and yet our democracy encourages a spirit and desire for individual satisfaction and notoriety which is without humility and often without a decent sense of shame.—JOHN LOVEJOY ELLIOTT, *New York Society for Ethical Culture.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



Harris and Ewing

Universal Newsreel from Underwood

Work relief employes take their claims and demands on public funds straight to the people. Two huge demonstrations in January against WPA layoffs: in the capital (top) and New York

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE SURVEY

FEBRUARY 1937 VOL. LXXIII NO. 2

"We Demand ..."

By CHARLES F. ERNST

Director, Washington State Department of Public Welfare

CATEGORIES—like them or not—seem to be crystallizing as our accepted system of public assistance. As a result we have the aged, the blind, the WPA folk, the single men, the direct "reliefers" and all the rest of the categorized, putting on pressures for better standards, each group for itself, and each competing with all the others for funds for its cause. All this to the disadvantage of the less articulate—children for example—and the confusion of the public. At the same time social workers are on the spot, since they, who must administer the intricate system, are out in front, the first point of pressure.

I never come away from meetings with pressure delegations without a feeling that social workers have been left holding the bag. It is not easy to say just who walked out and left it with us. It might have been those enthusiasts who campaigned for office with promises of bigger and better relief, or jobs, or pensions or anything else that seemed to have vote appeal. Maybe we fooled ourselves into thinking that the federal government, through WPA and PWA, really could supply jobs for the able-bodied unemployed while states and local communities, with the help of grants from the Social Security Board, could meet the needs of the rest. Possibly we had become so schooled in budget balancing that when funds were low, we were able to rationalize the procedure of reducing individual assistance.

Can it be that we have lost perspective—have run out of ideas? Why, otherwise, should social workers have to be on the defensive before pressure groups which are asking only for the things that we as social workers already agree they should have?

The consistent aim of social workers has been to raise low standards of living and to help people gain a higher standard for themselves, by their own efforts if possible. As good salesmen, or educators, if you like, social workers have done their part to create a demand among the people for whom a higher standard of living is socially and economically desirable. Why, now, should they be placed in the position of salesmen who, having created a demand for an article, must then refuse to make the sale?

Each week for the last month, several of us have been getting together in an effort to work out some practical methods of assisting certain groups of persons who are in obvious need. Around the table at these meetings were representatives of the Works Progress Administration, State Department of Public Welfare, Board of County Commissioners, City Council, Central Labor Council, and Community Fund. Also newly-elected members of the state legislature, and delegates from organizations of youth and of unemployed single men.

These latter delegates did not claim that they themselves required work or relief. They came to present to the various public officials the case of those who were looking for one or the other. They had gone through all the steps of "putting the heat" on the home visitor, the relief supervisor, and the local administrator. They had had a sit-down strike, unsatisfactory to everyone. They had carried their case to the Central Labor Council, the mayor, the City Council and the county commissioners, all of whom had called on the state to take care of the situation.

Finally we all sat down together to dig out, if we could, the factors in the problem.

THE harvest was over and people who had been working in the fields and orchards and on the fishing banks were returning to the city. Among them were several hundred families from the drought areas who had had jobs during the harvest season but who now were homeless and destitute. There was also a strike situation with considerable disruption of normal opportunities for employment. So when, in addition to all this, word went out that limitation of funds would require reduction of jobs under WPA it seemed that indeed "The hand of the Lord was heavy upon them."

Why, we asked each other, should able-bodied men and women over sixty-five be cut off WPA? Why should widows with children be cut off WPA and forced to take a social security benefit in a much lesser amount? Why should family men be given the preference over single men

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

and single women? If all this had to be done because there wasn't enough money, why wasn't the home relief allowance, to which people must resort, made large enough to provide for the necessities of life? Why shouldn't there be three meals a day instead of two at the transient shelters? Why, in short, should there be categories with their varying degrees of inadequacy?

THIS and similar discussions have made it obvious, to me at least, that we must stop thinking about human beings in terms of categories. Otherwise, we simply are forcing the various groups classified as single men, or blind, or aged, or transients, or what not, into competition with one another. It should be clear to all of us, including the beneficiaries of the public assistance program, that the administrative difficulties and the inequalities of the category system are due, primarily, to the failure of responsible authorities to provide sufficient funds to make the system operate effectively. It is useless and unfair to "put the heat" on the visitor, and the supervisor, for bigger and better assistance, until the legislators and other public officials provide the revenue necessary for adequate budgets.

The pressure groups really know that social workers do not want to reduce budgets, deny allowances, or increase the number of hoops, hurdles and red tape through which the applicant must go before he obtains assistance. They know as well as anyone that, the country over, appropriations for old age allowances, unemployment relief, child welfare, and other forms of public assistance have been too small to permit grants in the number and to the amount that social workers felt were necessary. But as good administrators, social workers have applied the means test a little more firmly—denying here, reducing there—in an attempt somehow to make the available money take care of the most urgent phases of the situation.

Thus the social workers, who had thought that it was their business to help men and women rehabilitate themselves, find that their chief job now is to determine legal eligibility and rigidly to measure need. Because we have arranged our budgets on a categorical basis, we find that we chip a little from old age assistance to take care of the blind or something from the single men to take care of the minor child; that we ourselves are engaged in the competition of the categories for every last dollar of appropriated funds.

There is always the danger that a publicly supported program will follow the path of least resistance. We are apt to think that our program is assured when we have gained the interest and support of politicians. It is true that most successful candidates for office last November stood on at least one plank favoring public assistance or social security. It is also true that in most states the candidates seemed more concerned over the needs of persons old enough to vote than over those below voting age.

Now that these candidates are in office it is time to go around and claim their promised support for the public assistance program. But unfortunately we find that promised support weakened not only by our internal competition, but by the competition of other socially important programs—good roads, education, recreation, health, mental hygiene, libraries, corrections, the development of natural resources and so on. A legislator may be sincere in his desire to fulfill campaign promises on public assistance but he must balance their fulfillment against all the demands on the total state budget. Legislators know that close to 85 percent of our people are taking care of themselves, and that in the main they are willing to have their representatives work out some method of taxation to finance aid for the other 15 percent. But the 85 percent see other needs as well—roads, schools, hospitals, for example—and they have their own methods of pressing for them.

Our concern as citizens and as social workers is not that there are pressure groups; they are natural phenomena, necessary to progress in a democracy. True, their demands are frequently selfish and unreasonable, their proposed policies and procedures unworkable and impractical. Yet we may always hope to find in each pressure group the constructive agitator who, like Amos of old, turns out to be a prophet.

Our real concern with pressure groups in the public assistance area should be that their self-interest and identification with particular categories should not becloud the whole scene. We know from the history of the labor movement the technique of drawing red herrings across conflicting interests to the end that each accepts small and temporary advantages which delay, if not prevent, the development of a sound program.

Long ago we had a type of social worker who was thought of either as a crank or a crusader. He exhorted from a soap box, or put his all into the publication of a tract. He generally worked alone and exhausted himself with the emotional fervor of his own agitation. It is not proposed that social workers again adopt these methods; it is obvious however that they must find a way to promote among the self-supporting 85 percent of our people a substantial backing for a better standard of living among the 15 percent in need of public assistance. One method of promotion is to get persons from this self-supporting group to act as friendly visitors and in other ways to come into personal contact with the people touched by the public assistance services.

But we ourselves, in forwarding our program, must see it whole and not trade off one category against another, not become ourselves protagonists for the aged or the blind while we brush over the needs of children or of families who fail to fit into any of our pigeon holes.

IT would be smart of us to get all the client pressure groups together, and candidly discuss the whole situation. The better understanding which, I am confident, would result would be most helpful right now as we attempt to consolidate the gains that have been made under the social security legislation. Without such understanding it may be difficult if not impossible to hold ground already won, to say nothing of making further advances. It is altogether possible that we ourselves, from such getting together, might gain fresh notions of how to get our ideas across in places where they will do the most good.

Is it too much to ask of our legislators and governors that they insist that those who come to them in behalf of any single group of beneficiaries should demonstrate that they have weighed their particular claims in relation to those of other groups? Have they weighed the claims of the children, the handicapped, the aged, the mentally disabled? And what about the claims of public health, and public education?

We must not underestimate the value and importance of pressure groups. What we should do is to join with them in finding a way to utilize their full potential strength to help achieve equal opportunity and well-being for all of us humans, in or out of the categories. Those of us who believe in democracy dare to think that with tolerant, patient and untiring efforts, that goal can be attained.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Little 'Dobe Homes in the West

By C. W. BURR

Field Representative, California Relief Administration

ALTHOUGH still termed an experiment, the work program inaugurated last winter by Kern County, California has advanced so far that even critical observers grant it the adjectives of promising, practical and constructive.

After WPA took over its quota from the burdened relief rolls, Kern County found that it still had upwards of a thousand men, employable or potentially so, for whom some provision had to be made until they could find ways out of their unchosen idleness. The county work program, financed with state funds, and with state standards of eligibility and of budgets was the answer. What has made that program distinctive, we believe, is the constructive character of the projects undertaken and the fact that the work is voluntary. We have not gone in for leaf raking or casual road patching, and no man is forced to work or starve. He has the opportunity to work out his budgetary deficiency at prevailing wage rates but he is not obliged to do so. Of the first 201 men to whom work was offered 189 accepted immediately and eleven gave valid reasons for their refusal. The two hundred and first man said he preferred to wait for a private job.

Under our system the county welfare department sets up and controls the projects, thus enabling quick action and sustaining local interest. The state ERA stipulates that projects must be on public property and must be "worth while." Naturally, projects have been sought that call for small expenditures for materials and that are of lasting community benefit. In choosing projects we took a leaf from the experience of the FERA. Our most ambitious completed project is a huge swimming pool in Kern River County Park. This park of 345 acres, nine miles from Bakersfield, is largely a product of work relief, the RFC, CWA, SRA and latterly WPA, all having had a share in its development. The swimming pool is a contribution of our county plan, built by men whom WPA left behind. When one considers that the summer temperature here is normally above a hundred and that this is the only free pool in the county, the value of the project to the community can be appreciated.

Even more interesting to many of us is the project, now approved by the State Board of Welfare and well under way, to build houses for old people and for clients of the county welfare department. Here we are following the lead of the SRA, which used relief labor under the FERA program to erect the beautiful adobe structure now housing the Kern County Welfare Department. The building cost $47,000, which figure, its architects say, represents approximately 60 cents on the dollar compared with contract prices. Adobe construction utilizes a maximum of common labor, not only in the building operation but in the manufacture of the bricks.

We are using adobe to construct cottages on the grounds of the Kern County Hospital which will relieve congestion in the Old Folks Home and afford desirable living arrangements for people for whom congregate care is unsuited. The county recently purchased five additional acres for this group of cottages. Water and sewer connections have been completed and 25,000 or so adobe brick are cured and ready for building.

Our plan for decent dwellings for clients of the department is in the same line and more ambitious. This, also, is approved and ready to go, but was slowed down a little during the summer, when seasonal employment lowered the case load. Here, as elsewhere, the housing of clients is usually something to be deplored. Yet the county pays rent, upwards of a thousand dollars a month in all, for these miserable makeshift shelters.

A project by which relief labor erects attractively designed and inexpensive little houses on property already owned by the county will, the county supervisors believe, pay for itself in a short time in the rentals that will be saved. It is not the intent of the supervisors to build up colonies of "the poor," or to house in these cottages families of employable persons temporarily embarrassed by lack of work. Like it or not the county has a good many cases that are probably permanent. It is for them that the houses will be built.

KERN COUNTY is in area almost exactly the size of Massachusetts. Its principal centers are from thirty to forty-five miles apart. The county owns parcels of land in or near these centers and it is on these parcels, in different sections of the county, that the supervisors propose to erect a sufficient number of decent little adobe dwellings to meet the needs of people in those sections who are now living in makeshift shacks. The dwellings will be scattered and will not be colonies, either in appearance or in fact. The item of rent will appear in a client's budget as it does now, but it will be paid to the county instead of to the owner of a place which no human being rightfully should occupy. Clients will not be removed arbitrarily to the new houses, but, given the kind of houses they are now occupying, the matter of possible vacancies seems to be nothing to worry about at present. The supervision of the families will be neither more nor less than that now exercised by the regular case worker of the department, with the addition of such aid and advice as a capable visiting housekeeper can give. The county will require, as any good landlord may of his tenants, a certain level of maintenance of the homes, but it has no intention of policing them or of institutionalizing the families who occupy them.

This plan for building houses for clients is just getting off paper. It is frankly an experiment which may or may not work, but until it fails Kern County believes that the plan holds every prospect of giving real occupation to men able and willing to work, of turning necessary relief expenditures into improvement in the living conditions of clients—these or the ones who come after them—and of giving the taxpayer something to show for his money. A year from now, maybe sooner, we'll be able to tell *Survey* readers the sequel. We know that the project has flaws, but given current realities we believe it is worth trying.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

What is Worth Saving In "This Business of Relief"

By DOROTHY C. KAHN

Director, Philadelphia County Relief Board

"The whole operation is carried on variously under the traditional practices of old line poor officers, or the methods of private charitable societies."

—GERTRUDE SPRINGER in *The Survey*, December 1936.

HAVE we lived through the agonizing years of depression relief to produce nothing better than this? The statement quoted, made by a competent observer, is defended as the by and large truth about the administration of relief the country over. It presumably establishes parentage and describes inherited characteristics. It challenges examination for its basic validity.

When history appraises emergency unemployment relief during the past six years, it will be apparent, I believe, that the superhuman and sometimes misguided efforts of the period were motivated chiefly by a will to achieve a new method of administering relief, a method that would translate into day by day contacts with millions of persons, the social philosophy presumably underlying this new provision for their needs. It is that new method primarily which we need to preserve and use in all efforts toward social security.

There is an ominous silence about this method, broken only occasionally, by emotional attacks upon it, by apologetic protestations or by efforts to describe its derivation. There is a genuine reason for this. It is not unlike the strange restraint of returned soldiers after the World War. Workers in the relief field are suffering a kind of intellectual shell shock from which they will recover only through years of painstaking analysis of the jobs they have been trying to do. That many of them are ready to devote the rest of their professional lives to this kind of case work research, is attested by their activities in staff conferences, in schools of social work, and in hundreds of individual projects, seeking to explore not merely the broad economic aspects of the relief problem, but the meaning of relief and the way in which it is given to those who must receive it.

It is not enough to dismiss this silent sense of agreement with a statement that the skills of case work have been used in the administration of relief. The futility of such an oversimplification is best illustrated by the fact that a group of distinguished social workers who recently sat down together to formulate a statement showing that relief should be administered by social workers rather than by policemen, insurance agents, business men or others, shortly gave up the task because, I am told, they could find no statement on which they could agree. I do not know whether their difficulties arose from lack of conviction or from remoteness from the practical problem. The significant thing is that they failed. Perhaps a less distinguished group of home relief visitors might have succeeded. But the very formulation of the problem would have muddied the clarity of thought and purpose with which they customarily work.

An additional reason for the lack of clear statement about method in the administration of relief, is to be found, probably, in the fact that this method is still in the making. Thus far we are most clear about the things that it is not. The traditional "practice of old line poor officers" is alien to the modern relief worker. That practice, it seems, has come to be an attempt to classify individuals as "poor persons" and "dependents" in contrast with "taxpayers," that is, self-sustaining members of society. The poor officer's doctrines are simple. He is not disturbed in dispensing money by the indirect nor even by the direct taxes paid by his client. His methods correspond to his philosophy. Try as you may, you cannot harmonize that practice with one which derives its aim from a national purpose to protect people from the results of a condition over which they have no control, and to keep them in healthy identification with their fellowmen.

ONE thing is wholly clear. The philosophy of poor relief tends to create a pauper class. This is perhaps the chief indictment against it. The philosophy of unemployment relief has not created and never will create an unemployed class. Perhaps the chief reasons for this lie in individual "eternal springs of hope," coupled with an indefatigable will to work, the persistence of which is the psychological wonder of this age of unemployment. But these factors alone could not have survived the repressive measures and the humiliating methods characteristic of old poor relief.

To the private charitable societies belongs credit for the development of the case work method. But no matter how great the debt of modern public welfare to the field of voluntary social work for this tool, no thoughtful public official would contend that its actual use is taken over without adaptation. Too frequently our efforts to convince skeptics that we "do case work" have betrayed us into over-identification.

What, then, is this elusive method that seems to defy positive identification? Here is a subject for a new "social diagnosis." Pending some such thorough-going study, can we at least describe some of its properties, distinguish it from other methods, and explain why this is perhaps the one item in the emergency relief catalogue of experiment that is really worth saving? When we say it is primarily the use of the case work method, do we mean a kind of *ad lib* treatment of one case after another, thousands upon thousands? Is it a kind of therapy attempted as a service in addition to relief? Is it a series of miscellaneous social and personal adjustments, undertaken as a sort of justification for the giving of public funds? Or is it rather a way of dealing with the relief issue itself—whether relief is given or withheld—a process which does not damage the applicant's personal integrity—which, in fact, relieves him as money alone could not do. We have never wholly succeeded in taking the bitterness out of the bread of charity; our case work skills have stumbled over the source of funds. We have not wholly succeeded in the older forms of public assistance; we have stumbled over the categories and the disabilities. It was not until we were confronted by a wholly

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

impersonal disability on a mass scale that the way seemed clearer. At last we could remove the conflict between mass action and the meeting of individual need.

So long as our social *mores* tend to associate independence with dignity and work, it will be psychologically impossible for the recipients of assistance to maintain their personal integrity unless they can focus on their rights and not on their disabilities. It makes no difference what these disabilities are nor how generous may be the compensation for them. We have sought to make relief respectable by a complicated system of psychological evasions. We have told widowed mothers that we were paying them "to care for their children in lieu of the wages of their husbands," many of whom, as Florence Kelly long ago pointed out, were prematurely dead of wholly unnecessary and preventable accidents of our social life. We have taught them, in the interest of their widowhood, to apologize for a male visitor, if not actually to avoid this avenue to independence! We have compensated the blind, and made them more dependent than their disabilities warrant. One could go on and apply the analysis to work relief.

There is a difference, and not too subtle a one, between theories of compensation and theories of assistance. I am reminded of the man who once decided to revolutionize the insurance business by writing a special policy to cover "acts of God." Are we ready to realize that you cannot compensate people for disabilities without putting a premium on the disability? It makes no difference whether the compensation is insurance or assistance. But there is no soul-destroying permanence in a condition of need. The average business man suffers no trauma when, on the basis of his credit, he borrows money for the improvement of his life prospects. The method that we have learned then in this crisis of need, is that of reestablishing the social credit of our citizens. Thousands of them have discovered in a brief contact with a great relief machine, that they did not need to beg. In spite of all the popular notions about relief, in spite of our fetishes about dependency, thousands of them, through an application for assistance, have reestablished themselves in a responsible relationship to a democratic society. At last they have something they can do. In the patter of the relief offices, it is called "participating in establishing one's eligibility for assistance." One applicant, squaring his shoulders as he left the application department, put it this way: "Well, I told the family I was coming up here to tell you to take care of them because I couldn't. I was going to beat it. Now I guess I'll have to bring home the bacon."

I submit that neither the methods of poor relief nor those of private charity could produce that result. There is a basic assumption distinguishing it: the assumption that relief is a right, not a concession nor a gift. Like other rights, it derives its validity from "consideration of the rights of others."

It is the process of administering relief by which this sense of right and its corresponding responsibilities has been borne in upon millions of potential as well as actual recipients of public funds; it is the process which has kept direct relief from becoming either a gigantic game of grab or a cure-all worse than the disease of unemployment. It is a process of administering relief which does, in short, relieve.

Thus, the modern relief worker and his client find that they can work constructively within the limitations of the relief program, even when these limitations are burdensome. Neither would wish to remove them entirely. The two can work together to improve the standards that protect them both, and the society of which they are a part. They learn to treat need as a matter of determinable fact rather than as an unmentionable disease. They learn also that the business of determining eligibility is not a drawn battle, nor a bit of ingenious detection, but a mutual social enterprise in that they distinguish this person or family from the mass, and then carefully relate them to various, ever changing provisions for assistance in ways that help as contrasted with ways that hurt.

There still lies ahead of us the painstaking job of analyzing this way of administering relief. It must be done soon if we are to avoid, in these days of elusive recovery, a return to all the ancient confusions of a society built on "property values versus human values."

Volunteers Venture

By WALLACE W. NORTH

WE are a group of so-called society girls, members of a national organization, and as such we have done various types of volunteer welfare work in our southern town of 60,000. For a number of years we maintained a milk station in the factory district, where we dispensed milk to undernourished babies and pellagra patients.

One winter morning in 1934, a young woman came to our milk station with a baby in her arms and three small children trudging beside her. On getting her quart of milk, to be given the baby or divided among the four children as she saw fit, she said suddenly, "I can't stand it no longer. Can't you ladies help me? The doctor says I'll die if I git another baby and I gits one every year. I can't feed what I got. . . . I'm twenty-four and I . . ."

Her story woke us up. We asked ourselves, "Can we go on year after year doling out too little milk to too many unwanted babies?" A few aroused members suggested: Let some other agency dole milk. Let us establish a birth control clinic supervised by a woman doctor.

A storm of protest followed. The argument among ourselves went back and forth:

Objection: It would be undignified.

Answer: Not if properly and tactfully handled. What dignity is there in sponsoring unwanted, underprivileged children?

O.: It is not our business.

A.: Whose then? Are we not our sisters' keepers? Can we call ourselves charitable and not try to prevent useless suffering? Shouldn't these women have the same information as we, when they need it so much more?

O.: Doctors, not society girls, should undertake this work.

A.: Certainly, but they won't. They are waiting for the public to demand that contraceptive information be made available at hospitals and clinics.

O.: It is against the law.

A.: Not in this state. This is one of the twenty-seven states in which birth control clinics may legally be founded. Federal laws forbid the dissemination of contraceptive information through the mails. However, if this law were

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

enforced, manufacturing chemists and druggists the country over would be indicted. We do not favor the indiscriminate dissemination of this information. We want clinics under proper medical supervision and restriction.

O.: We might antagonize religious groups.

A.: Not intentionally. Those who have scruples against birth control need not attend our clinic. They cannot expect to control the lives of those who sincerely believe otherwise.

O.: This town is too conservative.

A.: It may not be. Let's find out.

We did find out. We formed a committee of ourselves to investigate the possibility of starting a contraceptive clinic. At Margaret Sanger's suggestion, the "investigators" interviewed forty physicians in our town. A large majority approved birth control. Many had "long seen the need" for such a clinic but had done nothing. Some were ignorant of recently accepted methods, others indifferent to any method. The latter, usually the class B doctors, are the kind who warn a woman that another pregnancy may be fatal, but fail to instruct her in any method of contraception. We learned that scientific contraception usually is not taught in medical schools.

One physician harped on the fact that the rich have too few children. We replied: "Well-to-do people could have larger families if they were not so heavily taxed for the support of dependents and delinquents who generally come from large, poverty-stricken families." Another doctor insisted, "The type of woman you are trying to reach is too ignorant to learn contraception." We could not accept his objection because we knew that many ignorant women try every method known to the back alleys, risking their lives in an effort to prevent or end a pregnancy. We answered, "Why not give them a safe, simple and effective method? Give them a chance." With a physician who favored big families we argued (strange that one should have to argue such a subject with a "guardian of health"): "You will agree that every woman needs a rest after childbirth. Birth control assures the mother this rest period—in preparation for her next child, if she wants another." Of greatest assistance to us was the dean of the State Medical School, which is located in our town. He presented our plan to the County Medical Society, whose members approved it unanimously.

Next we interviewed welfare agencies and readily obtained from each a statement of willingness to cooperate with us in starting a birth control clinic. The most enthusiastic endorsees were the juvenile court, the Family Welfare Association and the Visiting Nurse Association. Armed with these endorsements and a copy of the Medical Society's resolution of approval, the investigating committee returned hopefully to its timid and disapproving organization. Result: Organization converted. Result of conversion: Members surrendered milk doling to another agency and voted one hundred dollars to pay a part of the expenses of a local woman physician to go to New York for two weeks' training in the contraceptive clinics. This special training, given free, was considered necessary by the medical director of the American Birth Control League, who met with members of our committee.

The clinic, which opened its doors August 1934, exactly six months after our illuminating talk with the young mother at the milk station, is a part of the out-patient department of the State University Hospital. We feel very proud of it as it is the only one of its kind in the state and one of the few in the South. In addition to the bi-weekly clinics held in the out-patient department our doctor conducts a clinic once a week in the mill district in rooms provided by an Episcopal mission. In the near future we plan to open a clinic in the country for the women of Tobacco Road—which ought to meet the mind of Erskine Caldwell.

The clinic is open to all married women, white and colored. A fee of one dollar is charged to cover cost of contraceptive material. Often the social agency referring the patient will pay her fee if she is unable to do so. Prior to November 1935, when the patient was on relief, Uncle Sam paid; gladly, we suppose, since during the four years between October 1929 and October 1933, 1,616,891 babies were born on relief, according to figures of the American Birth Control League. Now the fee of women on relief is paid by our local family welfare society. Lack of money never stands in the way of our patients; we dig into our own pockets if necessary. The clinic was two years old in August and had served 397 women. Since we pay no rent or doctors' fees we can function for as little as $30 a year.

The "investigators" became volunteer workers in the clinic, taking case histories and doing follow-up work. They also spread the gospel of voluntary motherhood by interviewing women who bring their children to the pediatric clinics. Thanks to our doctor, who gives her services, no patient leaves the obstetrical ward of the hospital without being told of the clinic. Special effort is made to encourage women with venereal diseases to attend the clinic.

There are women living in virtually every community in this country, who are not within reach of a contraceptive clinic. Until we include birth control in public health programs, like the Scandinavian countries, the job of helping these helpless women to avoid unwanted children has to be shouldered by the interested persons in their communities.

These Juvenile Courts of Ours

By CHARLES L. CHUTE

Executive Director, National Probation Association

JUVENILE courts generally have not yet measured up to the high ideals of their founders. Like other public agencies they have often suffered from a politically appointed and untrained personnel. They have attempted or have been forced to deal with child and family cases that could have been treated more effectively by other agencies and have emphasized legal or court procedure, even criminal procedure, to the detriment of the children.

Does this mean that the juvenile court has failed? Yes, in just the same way that our school system has failed; that the church has failed; that all social welfare agencies and our whole economic system of production and distribution have fallen short of their potentialities.

But whatever the shortcomings of juvenile courts, it must be admitted that a generation of experience and a great amount of experimentation have not yet succeeded in developing, anywhere in the country, a new community agency that can do their work. In a recent candid appraisal

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

sal of these courts, [see *The Survey*, May 1936, page 131] Grace Abbott proposes "neighborhood centers to which parents could turn for help in child training just as they have turned to health centers for guidance in the physical care of infants and pre-school children." But she does not tell us under what auspices these centers would be established; or what authority they would have to treat delinquent children and neglectful parents. What evidence is there that such "centers," or other agencies that could be conceived, might not acquire all the faults that juvenile courts now have, and perhaps others beside? To me, the conclusion reached by Sheldon and Eleanor Glueck after their critical study of the Boston court is the sounder one. The Gluecks hold that the juvenile court should be given greater scope, and above all more adequate personnel, and should develop a more satisfactory coordination with clinics and other agencies, in order to take its appropriate place in the community as the authoritative public agency dealing not alone with delinquent children and youth but, equally important, with delinquent parents.

AS yet there are not enough competent case studies to justify the statement that the results obtained by juvenile courts have been discouraging. Believers in the principles back of the courts have hesitated to urge such evaluating studies because of the great difficulty in arriving at any sound statistical criteria as to success and failure. It must be remembered that the only thoroughgoing study yet made, that of the Gluecks, was confined to one court, handicapped by limited powers and personnel, working in a congested, foreign section of Boston. Only the more difficult delinquency cases, those which had been referred by the court to the clinic for diagnosis, were included in the group of cases studied. Primarily, this was a statistical study. The criterion of success or failure used was recidivism. Boys arrested or convicted of a subsequent offense of any sort were put down as juvenile court failures.

Those who are in close touch with the work of well equipped juvenile courts—Pittsburgh, Cleveland, Buffalo, Los Angeles, to mention a few—are not ready to admit that they are failures or that their work has not shown at least as many "cures" or reasonably permanent adjustments as any other agency dealing with delinquency.

Every appraisal of the work of a juvenile court or any other agency should be correlated with the equipment and personnel of that court or agency. If the work done by a court in one or a series of cases is deemed a failure, because of too great a percentage of repeaters, what does it mean? Is it necessarily proof of the inefficiency of the juvenile court movement? May it not be evidence that the judge who dealt with the particular cases was inexperienced; that the case-workers of the court were lacking in training or skill, or, as often happens, were overburdened with work? What are the criteria of success or failure? Can court treatment, often necessarily brief, and sometimes without proper community backing, be expected so to condition a youth that he will never again be arrested or get into trouble?

Many of the faults and shortcomings of juvenile courts are not inherent in their makeup. Not because they are called courts is fear and authority in evidence. The same evils have been noted again and again in school attendance bureaus and even in private child-caring agencies. Much of the current criticism seems to center on the judge. It might be well if this ancient and honorable title could be changed to "director" or some other less fearsome appellation; it would be better if judges could accomplish by their works, as some of them have, a changed public attitude toward the title. It is true, though it should not be, that a majority of juvenile court judges begin their work with no special training or experience, except as lawyers. The position of juvenile or family court judge in a community is important and unique. There is no earthly reason why standards of training and special ability should not prevail. More than once representative citizens and social workers have succeeded in their demands for the selection or retention of well qualified judges, as for example recent appointments or elections in the cities of Washington, Pittsburgh, and Buffalo.

Organized citizen interest in juvenile courts will always be necessary, but new legislation also is needed. The juvenile or family court should be separated from all other courts with some method for nominating or qualifying the judges. In Utah, where judges are appointed by a state juvenile court commission, it has been urged that competitive examinations be held for judges as well as for probation officers, with definite training and experience in child welfare work required. There is no real reason why the judge and every other employe of the juvenile court should not be placed under civil service.

But let us not over-emphasize the judge. He or she (the number of women judges is increasing) is chiefly important as the administrative head of the court. The actual decisions in most children's cases, and the treatment in many of the more progressive courts today, are in the hands of trained referees or probation officers, aided by the psychiatric clinic which is an indispensable part of the court. The clinic should not be considered an auxiliary service outside the court; it should be a part of the court's diagnostic and treatment set-up. In Cincinnati's juvenile court, the estimated 90 percent of cases which involve no dispute as to custody and no question of commitment to an institution are dealt with, not by the judge personally, but by experienced and trained referees and probation officers, aided by a competent clinic. A judge in another city recently admitted that not only did he ask for but in almost every case followed the recommendations of his chief probation officer and of the referee.

IN four states and parts of two others all probation officers are selected under the civil service, their positions being removed largely from the political arena. Cannot this improvement be extended to all other states?

It must be admitted that much remains to be done before juvenile courts can attain the ideals of their founders, but friends of the court and of the child should not yield to pessimism because of breakdowns and failures in some of our cities, and of delays in extending the juvenile court into rural areas. To be discouraged with the struggle to develop socially efficient courts is to be discouraged with democracy. The awakened public demand that the crime problem be solved preventively is an opening for a direct attack on the lethargy, conservatism and parsimony which have held back the juvenile courts from full development into the social instrumentalities visioned by the men and women who made the fight for their establishment. Their concept of juvenile courts deserves a fairer, fuller test than it yet has had. At least some courts have demonstrated that it is possible to have good courts, too good certainly to throw away.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Security Has Its Growing Pains

By GERTRUDE SPRINGER

> ***Miss Bailey Says . . .***
>
> ***What can a county welfare worker do when—***
>
> **The state welfare department, apparently for no good reason at all, systematically chisels down the budget of every old age case it reviews?**
>
> **The required reporting forms are so dry and legalistic that they shed no light on the human being behind the case numbers?**

AS the fat manila envelope dropped into the incoming basket, Miss Bailey felt a sort of tightening up in Miss Gilson, the county supervisor. Until then they had been chatting with good humored relaxation about the various administrative aches and pains incident to getting old age assistance through to its beneficiaries.

"Will you excuse me if I look?" Miss Gilson ripped open the envelope. "These are the cases back from the state board of welfare, and if they've chiseled a dollar off old Mrs. Biggs I'll have a fit right here and now."

Miss Bailey knew about fits like that; she'd been close to them herself, many a time, when her own best judgment and what seemed justice to the client had been overruled by some remote power-that-be.

"Yes, they've done it." Miss Gilson leafed through the sheaf of papers. "They've chiseled them all; old man Johnson from $25 to $22, Mrs. Coleman from $20 to $19—and here's Mrs. Biggs, just as I expected, from $18 to $17, and not a word to tell why. Honestly now! Every item in Mrs. Biggs' thin budget was within the limits set by the state office; and then they lop off a dollar just because they can't think of anything else to do. Busy work I call it. And some day I'm going to put on my hat and walk out on the whole business."

Miss Bailey knew that walkout feeling too, and she knew that it didn't get you anywhere, even if you walked out—which you didn't.

"But working out Mrs. Biggs' budget, so long as it is within the law, is a case work procedure, isn't it? Do you mean that the state office supervises your case work?"

"That's what it comes to, and by absentee methods and forms so legalistic that old Mrs. Biggs as a human being is completely lost. To begin with, our law is thirty printed pages. Then it is 'interpreted' by the state attorney, and the state board draws up rules and regulations—here they are, 150 pages of 'em. Then the county attorney and the county board—and don't forget the battery of auditors—do some more interpreting, each in his own way. All wound round with these interpretations the visitor goes to see old Mrs. Biggs and gets her story. You'd think that the visitor's interpretation would have some status, wouldn't you? But not at all. Back the story goes through all the levels right up to the door of the state capitol, and the net result is that old Mrs. Biggs gets $17 a month instead of $18—and all for sweet security's sake. Mrs. Biggs is eighty, and practically blind—it hardly seems worth the struggle, does it?"

"Tell me about Mrs. Biggs and why that dollar a month makes so much difference." Miss Bailey had an incurable passion for seeing procedures in terms of the people whose lives they touched.

"Well, Mrs. Biggs is as nice a grandma as anybody could ask for. For years she earned her living as a practical nurse, but finally had to give up and go to live with her daughter who has nine children under twelve and a husband whose top earnings are $22.50 a week. Believe it or not, that family has kept off relief. Oh, a Christmas basket or a bundle of clothing from the church now and then, but that's all. And Grandma is one of the reasons they've kept off. She's one of the world's best managers and those nine kids show it. They're lively as kittens. When they come home from school she polices the whole flock of them out of their decent school clothes into their overalls and flour-sack pinafores. Most children raid the cookie jar when they get home, but you don't have a cookie jar on $22.50 a week, although you do have an appetite. So Grandma buys for next to nothing all the small off-size potatoes the grocer has, scrubs 'em well, and has them piping hot in the oven ready for the kids to gobble down, skins and all."

"I could tell you a lot more about that family and the strength that Grandma is to it. But to get on—like so many of the old folks she thought this was a government pension of $30 a month, just because she was old. Why, we had a woman in here only last week, all done up in a fur coat, who lives in one of our better apartment hotels. She had decided to take the pension, she said, because with it she could give bigger tips to the hotel help, especially the boy who walks her dog. When we explained that this was *assistance,* budgeted according to need, she was furious; said it was just like the politicians, always deceiving people."

"Come on back to Mrs. Biggs." Miss Bailey was not to be led afield.

"WELL, when we explained about budgeted need she reared up, said her family had never taken charity, but with so many children and all, she knew she was a burden.

"We explained some more and finally took her application. Proof of eligibility was easy, but when it came to budgeting we had the old lady's family pride to deal with as well as the labyrinth of regulations about old folks living with self-supporting children. After figuring this way and that we arrived at $18 a month as covering Mrs. Biggs' proper share in the household of which she was so useful a part. Only then did she make any claim for herself. 'Would it be all right' she asked, 'if I kept a dollar of that for myself, so I could go to church on Sundays, and once in a while, in the summer, ride out to the park to hear the band play?' And then the higher-ups chisel off a dollar!"

"But I don't understand. I've read your law, and surely it gives the county power, within certain limitations, to determine the award?"

"Yes, it does, but it also reserves to the state very broad powers of regulation. By the time these powers have been interpreted back and forth and colored with up-state and

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

down-state political jealousies the net result is that the state office passes on each and every item of every case."

"But what duplications; what lack of confidence by one arm of government in another."

"You're telling me?" Miss Gilson was bitter. "The trouble begins when the visitor transfers Mrs. Biggs' story to the forms prescribed by the state. Every drop of humanity is squeezed out of it; it becomes as dry as hardtack. That mightn't be so bad if we had, reviewing the records at the state office, the same type of mind and of experience that assembles them. But we haven't. In this county the old age assistance workers were handpicked from the relief organization. They were recruited by a merit system, and as soon as certain formalities are put through they will have civil service status. Our workers have background and a lot of practical, seasoned experience. They know what to look for in a situation and how to weigh all the factors, including those that do not meet the naked eye. They respect human beings and they take seriously that part of our stated purpose which is 'to evaluate the individual needs of the applicant, both economic and social, and to plan for his future on a basis in which his interest is the paramount consideration.' See, there it is in the book—first page.

"Those are the people who make the budgets. Naturally a social attitude is reflected, even to the extent of a dollar or so for 'social needs' as the rules permit. Then what happens? The records go to the state office and are turned over to readers whose only qualification for the job is that they are the sisters or the brothers or the uncles or the aunts of someone who is 'right with the party.' They make no bones about it. There is no required standard of education or experience; a social attitude to them is just a couple of words.

"Some of them read records for eligibility requirements, and some for budgets. The purpose, so far as our months of experience indicate, is to grind down allowances to the last possible penny, and, I strongly suspect, not to let those slick city social workers get away with anything. Eligibility is comparatively easy to pass upon. It's all in the law and the proofs either meet the law or they don't. But budgets are different—judgment comes in—and that's where they get us. The judgment of the person who knows old Mrs. Biggs in her own setting goes down before that of the person who knows her as a number. He has to do something to justify his job, so he saves the sovereign state a dollar a month, and old Mrs. Biggs loses her dime for the collection plate and her chance to hear the band play in the park."

"BUT surely they aren't all dumb in the state office? Someone there must know this situation and want to straighten it out?"

"Oh they know about it all right, and given the bald realities of practical politics I don't suppose one should be too bitter. Our pressures are from the clients and from within ourselves as a result of our knowledge of the clients. The state officials are pressed by the taxpayers and by their political machine. The job itself, old Mrs. Biggs for example, must somehow be wangled in between the two. If there were some painless, politically safe way to get more money there wouldn't be this constant chiseling down of the meager old age budgets. If we had a merit system for the security services, from the state office right down through the counties, we should get something approaching standards in personnel—at least the state and county staffs would speak the same language. Civil service isn't the whole answer to personnel, but it's a mighty good place to start."

"I should think," Miss Bailey looked Miss Gilson squarely in the eyes, "that you would be tempted to shade up these budgets since you're pretty sure that they're going to be shaded down at the state office."

"S-s-sh," Miss Gilson dropped her voice, "I might as well come clean. We weren't born yesterday. Mrs. Biggs will hear the band play. The seventeenth dollar will do the trick. The eighteenth was—you know—a trading margin. But it's the principle that burns me up—and as for the ethics. . . ."

Miss Bailey made the little murmur that meant "Judgment suspended," and Miss Gilson went on.

"WE'VE learned another little way too, that isn't in the book. As I told you the forms are as dry as hardtack—not a chance for a human personality to come through. But we've discovered that if *by accident* a loose sheet with a summary of the case gets caught in the record, that sheet gets read, and if it tells a simple human story, that case is pretty apt to go through as recommended. We don't overdo the accidental enclosure, but it does work."

"Maybe there's an opening here for a good sob-story writer," Miss Bailey put in hopefully.

"Not at all," Miss Gilson countered, "they're not sob stories. They're the human facts behind the formal record. That they get over as they do seems to me to indicate that the people at the state office are just folks like the rest of us. If they—and this goes for the legal lights and the auditors and all the rest of the watchdogs as well as for Mr. and Mrs. Public—could know as we do the old men and women behind the case numbers, we'd all begin thinking in terms of how much we could do for our helpless old folks and not how little. We'd all feel ourselves part of a human service—not just job holders."

Out in the wintry twilight, automatically dodging traffic, Miss Bailey, observer without portfolio of the social scene, cogitated on what she had heard. Here was a local unit, backbone of the whole interlocking federal-state-county system. It had the social philosophy and the standards of performance that—if she knew her Washington, and she thought she did—met the intent at the top. And yet it was driven to devious practices because, in between, intervened a state authority wound round with political distrusts.

Miss Bailey believed that there had to be standards at the top. "But why level down the progressive counties?" she asked herself. "Why force them to something that represents the least common social denominator of the state? Why not let each county work out its practices in relation to the client in terms that the people of that particular county will understand and accept? If the practices in one county are different from another, what of it—so long as the administrative procedures are in order. What we need from the top is freedom to do as well as we know how, with a constant infiltration of incentive and of education to show us how to do better. Meantime we are having our growing pains."

Well, tomorrow would be another day. Only two hours away was a state with standards and civil service personnel and all the rest of it at the top, and practically no regulations anywhere else. "Let's take a look at how they're managing their assistance to dependent children," said Miss Bailey.

This is the second of the new series of articles in which the veteran "Miss Bailey" sums up the results of her first hand observations over the country and of her discussions with workers close in to the actual operation of the social security services. Next month—Children Aren't Trash.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

BEHAVIOR AS IT IS BEHAVED— IV

Goldie and Gracie Step Out

By ELEANOR ROWLAND WEMBRIDGE

GOLDIE and Gracie lived next door to one another. They were born the same year, wore each other's clothes, and were both at the point where they could not endure for another day the school in which they did equally poor work.

As little girls they had been easy enough to manage. In their early teens they both developed so rapidly that by the time they were fifteen they could pass, physically, for twenty-one. With this bodily growth had come rebellion against all parental restraint, and complete lapse of attention toward such matters as the area of a parallelogram, or the eloquence of Portia.

At fifteen Goldie and Gracie had no interest whatsoever in anything which distracted them from their one absorbing passion—BOYS. The fascinations of the male of the species had descended upon both girls with such violence that nothing in life mattered if it hampered the free exercise of this one instinct. They literally never mentioned another topic when in each other's presence, which was practically twenty-four hours a day. They made eyes at every male they passed, and discussed his response in detail until they met the next one. In vain did their mothers scold them, their fathers wait for them with a strap, and the truant officers present their papers. The two girls regarded all reprimands as merely the jealous ravings of those who, lacking charm and sex appeal themselves, sought to curb it in those more fortunate.

Escaping from school or not going at all, they perched on stools at hot-dog stands, on old tires at the repair shop, in empty chairs at the barber shop, on drain pipes beside construction gangs, there to prattle and cackle about nothing until someone drove them off. They played off one exasperated family against the other, sleeping in entries if they were locked out and climbing out of windows if they were locked in, only to fly to each others arms and steal away to hunt new romance in some lumber yard or railroad station.

A new gasoline station building in the outskirts of town thrilled them beyond words. They could think of nothing else. Who was to operate it? Some one they knew or a stranger? Would he be young, handsome, or—horrid thought—married? Would there be—blissful prospect—two men, so that each girl could have one to herself?

Until the station was finished they beset the workmen with questions. When it opened, with two good-looking, mannerly young men in charge, Goldie and Gracie definitely scratched school off their list and settled down to enjoy themselves. Adorned with fresh make-up, generously applied, they approached their heroes and found out the facts—which were exactly to their mind. The two attendants were brothers from the country, entirely unacquainted in the neighborhood. They lived together in a rooming house, with strangers. Nothing could have been more pleasing to the sirens; no rivals, no family to interfere, no place for the men to go but the gas station and their lonely room.

The fruit seemed ripe for the picking, and the girls began to pick, but with such pertinacity and such lack of reserve that the boys, inexperienced as they were, began to get a little nervous. It was flattering of course to be found so attractive, but it was not so good when their admirers' attentions were so untiring that the young men could hardly get rid of them, day or night. The girls appropriated the only two chairs in the office, hid in the washroom at the approach of an acquaintance, interfered with service to customers, distracted the boys when they worked at their accounts, and demanded so many sandwiches, bottles of soda-pop and cigarettes, that their hosts decided their company was too dearly bought, and tried to send them home.

"See here, kids," began Gus plaintively. "We're getting worried about you being here all the time. It'll make talk. You better go home before the cops get you." The girls merely hooted and settled them-

THE URGE TOWARD SEX EXPRESSION

HAVE you ever observed adolescents "suddenly" become sex-conscious? Do you think that all 'teen age young people are about as sex-sensitive as Goldie and Gracie? Are they necessarily less so because they do not express it so openly? Is it over-statement to say that young people are dominated largely by sex drive. At what age do they stop being so?

Is it possible to say within normal limits, that anyone is "over-sexed"? Were Romeo and Juliet, Tristan and Isolde, Abie and his Irish Rose, over-sexed? Is there any measure of proper sex interest? Is the expression of this interest with both boys and girls a matter of cultural standard?

Is it possible or desirable to lessen sex drive? If so, how? Do you feel that your own sex interest was handled properly at this age? How? How not?

Do you believe that sex interest coincides with and is absent before and after glandular maturity? Could anything have been done to prepare Goldie and Gracie for this sex absorption? What? Was it unmixed sex that motivated their conduct, or sex combined with boredom, lack of intellectual tastes, the tradition of early marriage, egotism, physical energy, lack of home recreation, and so on? Do you consider their conduct "healthy"? Why? Why not?

Do you believe that according to circumstances the same sex endowment might develop into respectable family life or into prostitution? Do you believe that society is as ready to admit the force of sex drive as it is the force of hunger or the desire to live? Why is it customary to try to curb it by censure or ridicule? Must it be curbed at all? Why? Is it less of a problem in primitive society? Why? Why is it a problem in our society?

SUGGESTED READING:

MARGARET MEAD: GROWING UP IN NEW GUINEA.
COMING OF AGE IN SAMOA.

SIGMUND FREUD: A YOUNG GIRL'S DIARY.

SHELDON AND ELEANOR GLUECK: FIVE HUNDRED DELINQUENT WOMEN.

F. H. LUND: EMOTIONS OF MEN.

LEONARD K. TROLAND: FUNDAMENTALS OF HUMAN MOTIVATION. Chapter 23. Sexual Motivation.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

selves more firmly in their chairs. Then Matt took it up and refused to buy them any more sandwiches.

"We're short as it is," he told them. "We've fed you three days, and that's enough. Go on home and get a square meal."

"Ain't got any home," sniffled Gracie, trying to squeeze out a tear. "They kicked us out."

"I don't blame 'em," grumbled Gus. "Better go, because you're going to get kicked out of here too."

But the girls didn't go, and neither Matt nor Gus was quite willing to administer the kicks, although by now they would have liked nothing better.

SO the fourth day wore on, with the girls more and more frowsy and unkempt, from absence of any toilet aids but a compact and pocket comb. They knew that their families must be hunting for them. But so far they had eluded detection, creeping home late to sleep in their own garages, and slipping out early to hide around the gas station until the harassed Gus and Matt arrived to open up. At last the boys decided to ignore completely the unwelcome guests who had settled upon them like old men of the sea. They said neither "Good morning" nor "By your leave." When they wanted one of the chairs, they gripped it firmly by the back and ousted its occupant. They laughed at no sallies, bought no sandwiches, and kept the girls in the washroom for half an hour at a time by conversing with the local policeman, whom, they well knew, neither girl cared to face.

Finally, after one of these sessions, the girls did not reappear. The boys approached the washroom gingerly, and found the door ajar and the room empty. They were free at last! Delighted at their release they laughed and joked at the prospect of a day without the incubus of the two boisterous, strident girls. This was their first evening off and they had planned to celebrate by going to a midnight movie, to which, despite blandishments, they steadfastly had refused to buy tickets for Goldie and Gracie. But when the gas station closed for the night, they realized that, greasy as they were, they must race home before going to the theatre and change into the only clean clothes they owned. Arriving at their rooming house, breathless and full of high spirits, they found their landlady waiting at the foot of the stairs.

"Your sisters are up there in your room," she said with a chilly look.

"Our sisters? What are they doing here? Anything wrong at home?" the boys asked in an amazed duet.

"The way they've been carrying on all afternoon, I don't believe anything's wrong at home." The landlady grimly followed them upstairs. "What's more, I don't believe they're your sisters, and I never did," she added.

The young men stared at each other in horror. They suspected the worst but had no idea what to do next. It was too late to put two girls out on the street. It was against their code to turn them over to the police. On the other hand, they had set their hearts on going to the show, and they had no intention of taking the—by this time—detestable Goldie and Gracie. But how could they go in their greasy overalls?

"Gosh, we got to have our clean pants," muttered Gus.

"Try and get 'em," said Matt with a helpless grimace.

Then as laughter shrilled from the other side of the door, both boys lost their tempers. With one accord, they pushed open the door and burst in, intending to snatch their clothes and bolt out again. But it did not work that way. Hardly over the threshold they bumped full tilt into a line of wet clothing strung across the room. Behind it their guests, giggling, were waiting for them. The girls had made the most of their afternoon, and had washed all their own clothes, inside and out, and were now ready to welcome the owners of the shirts and trousers, in which they themselves securely and relentlessly sat!

"You give us our pants," shouted Gus and Matt. "How can we?" bantered their tormentors, pointing to the dripping line.

"Put on your own clothes, wet or dry, or we'll call the cops," yelled the boys.

"If you call 'em, we'll say you brought us here, and locked us in. And where'll your gas business be then?" the girls shouted back, their tempers also rising.

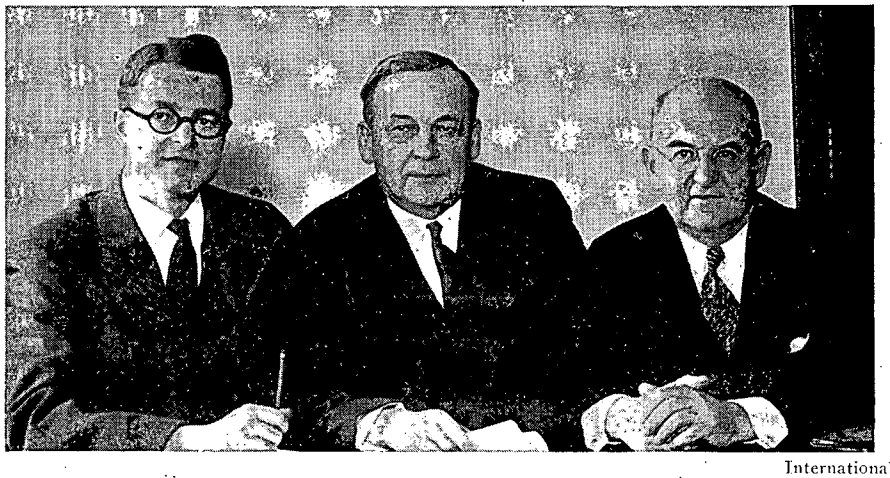
This was a dilemma and the boys stared at each other, at the girls, and then in desperation at the landlady who scowled from the door. Then with one accord they turned and bolted down to the street. The landlady's query followed them.

"Are they your sisters or ain't they?"

"Hell, no!" they roared back, a common intuition prompting them to leave the women to fight it out. Breathless but safe behind the door of the gas station they conferred together. Prudence, not entertainment, was their dish. Even the loss of their pants, their razors, and their underclothes, to say nothing of the show, would be a small price to pay for freedom from persecution. Until they had evidence that the girls were put out or starved out, they decided to remain exactly where they were.

Curled on the cold floor, with romance securely locked out, the unwilling charmers fell asleep.

This is the fourth in a series of sketches described by the author in her introduction as "life occurrences without labels." [See THE SURVEY, *November* 1936, *page* 333.] *The fifth, The Andersons Reform, will appear in March. The sketches are from an unpublished book. Selections for* SURVEY *publication, their order and arrangement are by the editors.*



International

IN the news last month were (above, left to right) Luther H. Gulick of New York and Charles E. Merriam and Louis Brownlow (chairman) of Chicago who, as the President's Committee on Administrative Management, prepared the plan for the reorganization of the machinery of government submitted to Congress by the President. The plan would add to the present ten Cabinet departments two new ones, Public Welfare and Public Works. Within the twelve, a great number of administrative agencies, new and old, would be regrouped by the President. The merit system would be greatly extended with the present Civil Service Commission replaced by a single administrator and an unpaid board. Other parts of the plan would add to the President's staff and would realign responsibilities in accounting and auditing.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Fitzpatrick in the *St. Louis Post-Dispatch*

Unfinished Business

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Common Welfare

The Floods

AGAIN runaway rivers put America to the test in the greatest disaster since the World War. The calamity extends far beyond the inundated districts. Yet it is a heartening demonstration of our interdependence to see the whole nation respond to the needs of the river communities. Federal, state and local governments; army, national guard and police; volunteers and trained experts from every public and private social agency—all pooled their resources. Down the Mississippi, the planned evacuation of half a million threatened individuals, the greatest movement of people in American history, stirred not only pity for the refugees but admiration for the able men and women who organized and supervised the migration of entire communities to security beyond the threatening tide. Never before in a peacetime emergency has the Red Cross faced its job with such an abundance of cooperation. Cincinnati, for example, under the absolute direction of City Manager C. A. Dykstra, proved that no ordeal can shatter its civic-minded approach to its problems. Practically every social worker in the city has been working on flood relief under the Red Cross. There, as elsewhere, WPA workers are mopping up the streets and repairing public structures as the Red Cross swings into the difficult job of rehabilitating stricken families. Some Kentucky cities have been less fortunate—Frankfort, for example, where the crowded state penitentiary was the scene of a riot before the prisoners were belatedly evacuated; Louisville, where havoc was increased by fire and fear of pestilence. The colossal job of rehabilitation will proceed with greater efficiency in the larger cities where well developed medical and social services can supplement Red Cross and federal assistance. Back of the levees, the scattered rural folk are bound to be a more enduring problem. Temporary relief, even restoration of their homes, is as thin a barrier against inexorable poverty as a sandbag against the turbulent might of the Mississippi.

We have improved our techniques for dealing with the immediate aftermath of sudden disaster. But flood control through a land and water conservation program has not yet got under way. Federal funds have been authorized. The states must meet their share. Must it take more catastrophes to demonstrate the logic and economy of the long range investment?

Man-made Disaster

AS this is written (January 28) the floods have almost washed from the front pages the man-made disasters which are paralyzing other communities. In General Motors plants, the Committee on Industrial Organization is trying out labor's new weapon, the sit-down strike. General Motors, with a long record of opposition to labor unions, has switched from participation in conferences with union representatives, to refusal to come again to the conference table until the strikers leave the plants. Attempts at mediation and conciliation, first in Lansing, then in Washington have repeatedly broken against the mutual distrust of workers and employers. The auto strikes, maritime strikes on both coasts, strikes of glass workers, rumblings in coal and steel—these are all expressions of labor's present dissatisfaction and unrest. Such stirrings always characterize a period of recovery when, taking advantage of a reviving labor market, workers strike to regain ground lost under the pressure of hard times, and to secure a fair share of rising profits. But with the increasing complexities of the machine age, labor troubles are no longer private disputes between employer and worker. Public convenience, safety and well being are more and more dependent on the orderly flow of goods and services. What is happening now in the auto towns raises significant questions as to how much modern mediation and conciliation machinery we have, how it works, what more we need to bring industrial relations abreast of power-age mechanization, and to forestall these shocking dislocations of family and community life. These questions will be explored in the March *Survey Graphic* by William Leiserson, head of the National Mediation Board, the body which has helped bring peace to the railroads where, in spite of hundreds of serious disputes there has been no major strike in the past two years (see page 54).

Food and Drugs Again

LAST year Congress missed its chance to give the country an adequate pure food and drugs law. Bills and their amendments on this dynamitish subject, intimately related to pocketbook strings and to interests of great advertising and manufacturing lobbies, provoked acute controversy and finally died of it. The fatal issue was which of two government agencies should enforce provisions relating to advertising. A last minute compromise offered by Senator Royal S. Copeland of New York, sponsor of last year's Senate bill, would have given to the Food and Drugs Administration of the Department of Agriculture, control over advertising provisions which might affect health, and to the Federal Trade Commission authority over provisions relating to fair trade practices. This passed the Senate but after a storm of objections, lobby activity and confusion in the House, died in conference.

Today the Food and Drugs Administration must proceed tediously through its two chief powers: multiple seizures of goods which, by lengthy process, must be proved illegal for every separate case; and legal action against the producer for mislabelling. Then, unless the Federal Trade Commission chooses to proceed against this same producer, he may—and often does—still transfer the challenged claims from his labels to his advertising and go merrily along.

In the course of the attacks on last year's bill, attempts were made to weaken even the powers now possessed by the administration. One amendment would have cancelled the multiple seizures provision and substituted an economically painless sort of "sampling." Another provided that adjudication of such seizures be lumped and tried, not at the various points of seizure, but at the point of origin, where the product involved may be the major local industry.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

New bills have been introduced this year by Senator Copeland and by Representative Vergil M. Chapman of Kentucky. Meantime government reorganization may change the entire complexion of the situation. In any case there will be hearings, conflict and hot discussion, and the Congressional ear will be sensitized to the consumer-voter voice. Important points for food, drugs and cosmetic legislation "with teeth" are summarized in a resolution of the 1936 convention of the American Federation of Labor, giving official endorsement to such legislation with the proviso that it (1) in no way restrict the government's power to seize and remove from the market any deceptive or dangerous produce; (2) does not hamper adjudication of such seizures by requiring their trial in jurisdictions prejudicial to consumer interest; and (3) grants *to the Department of Agriculture* full punitive power to regulate food, drug and cosmetic advertising.

The Time to Act

NOW is the time for all good men and women to come to the aid of the child labor amendment. Nineteen state legislatures meet this year. One state, Kentucky, has already moved over into the "ratified" column [see page 50]. After experience under the NRA codes, public opinion is apparently ready for the federal control of child labor, according to a national poll by the American Institute of Public Opinion in May 1936. [See *Survey Graphic,* January 1937, page 10.] Yet only a constitutional amendment, Supreme Court decisions indicate, can give Congress power to protect girls and boys from exploitation, and at the same time remove children from an overcrowded labor market. Public opinion, if it makes itself sufficiently articulate, will secure the needed eleven ratifications, and put the amendment into the Constitution.

Gaining Ground

EVERY once in a while a valiant band of crusaders gets a break instead of the customary kick. After years of being balked by federal law, the National Committee on Federal Legislation for Birth Control and its sisters in the fight recently were handed such a surprise. The U. S. Circuit Court of Appeals for the Second Circuit ruled that Section 305-a of the Tariff Act of 1930—which is legitimate heir to the so-called Comstock Act of 1873—"embraced only such articles as Congress would have denounced as immoral if it had understood all the conditions under which they were to be used," and that its design "was not to prevent the importation, sale or carriage by mail of things which might intelligently be employed by conscientious and competent physicians for the purpose of saving life or promoting the well being of their patients."

Morris Ernst, attorney for the birth control interests in the test case, told social and medical experts attending the committee's recent Conference on Contraceptive Research and Clinical Practice that the decision "hands down to the medical profession its bill of rights in the field of contraception. The court's decision marks the successful termination of a sixty-year struggle to make clear that the federal obscenity laws do not apply to the legitimate activities of physicians. That a doctor may now prescribe a contraceptive in the interests of life and health, symbolizes a notable victory."

Still another straw in a favorable wind for birth control advocates is seen in the recent poll announced by the American Institute of Public Opinion, on the question, "Should the distribution of information on birth control be made legal?" Seventy percent of the "representative citizen voters" in the poll said "yes," and favored modification of the Comstock law to that end.

Changing the Security Act

EVERY householder knows how even "the perfect house," once actually occupied, develops defects and lacks. "We do need that extra closet!" "Why did we cut the door *there?*" And then the "fixing up" begins. Similarly, every country which has built itself a security program has found "getting a law" only a first step. In this country, numerous proposals to modify the new Social Security Act or its administration have already been introduced in Congress, or are being prepared. Thus, apparently, there will be an effort to change the present fifty-fifty matching of federal and state funds for old age assistance to a formula which takes into consideration need and available tax resources. Similarly, the problem of the merit system in local administration seems to call for more adequate answers than the law at present provides. In the March *Survey Graphic,* Glen Leet of the American Public Welfare Association will define these and other suggested lines of change.

And So On . . .

STUDENTS of government, not to mention politicians are watching with interest the functioning of Nebraska's new one-house, 43-man legislature, first of its kind in the country. The plan, fathered by Senator George W. Norris, is expected to expedite action and discourage buck-passing and lobbying. • • A committee of the Washington State Bar Association is conducting a referendum among lawyers on its recommendation to legalize the whipping post for certain felonies. A woman justice of the peace would modify the proposal by stipulating that women should whip women and men whip men, with citizens drawn for the job as for jury duty. • • In England today, probably the world's most elaborate program against poison gas attacks is being prepared by the government, through its air raids precautions department and medical and police units. In five Scandinavian capitals, on a recent fête day, children gathered to sing each other's national anthems while cathedral bells and radio filled the air with messages of mutual sympathy and respect. • • What with recovery and all, the Marriage Brokers Association of the United States has "found it possible" to raise from $25 to $50 the initial fee of young men looking for wives with dowries. If recovery continues, the association next year will raise the minimum of $200 now charged when a marriage is arranged. • • A new Alabama law, which makes burglary of an occupied residence at night a capital offense, had its first application in the case of James Thomas, Negro. A jury, after hearing a strong plea for the death penalty, found Thomas guilty and fixed his sentence at life imprisonment. The amount of his theft was $1.50. • • Some $50 million of the fortune of the late Charles Hayden of New York will revert to a new foundation "to educate and advance American youth, morally, mentally and physically." Half a dozen professors at Teachers College, queried as to the most effective direction for the undertaking, were unable to find a point of agreement.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

The Social Front

PALO ALTO LIBRARY

WPA

ALTHOUGH the general program of the Works Progress Administration shows every evidence of continuation, possibly at a somewhat restrained tempo, influential groups and special interests are wide apart as to the real needs of the situation. President Roosevelt asked for $790 million, a sum arrived at, apparently, in consideration of a still hypothetical maximum of two million workers in WPA jobs, which he indicated as desirable in his first message to the new Congress. Of the $790 million, $650 million, he hopes, will carry WPA to July 1, with the remaining $140 million to be held, as a "reserve" against contingencies.

A contingency of unexampled proportions became a grim reality while the deficiency bill was still in Congress. The floods in the Ohio and Mississippi valleys, with their inevitable sequellae of human dislocation and continuing need, will require relief measures which cannot be estimated now, with the extent of the disaster still undetermined. Only one thing is certain—great sums of money will be needed. Neither the President nor Harry L. Hopkins, WPA administrator, is of a temperament to count cost in the face of calamity. Both have made it clear in word and action that every resource of men and money would be thrown into the devastated regions.

The U.S. Conference of Mayors, lauding the philosophy and accomplishments of WPA and emphasizing its importance to city relief situations, went on the record with a demand for a work relief appropriation of $877,500,000 for the period February 1 to June 30, contending that the figure of 2,200,000 workers on WPA, as of December 31, fails to take into account an additional half million needy employables who should be provided for. Covering all these at an average of $65 per month per worker, the mayors made their estimate. Granting complete local responsibility for unemployables, they point out that even this more than drains the relief resources of many cities, and that the cities have shared in WPA to 18 percent of the costs and in PWA to 55 percent. They went on record, also, as opposing additional federal appropriations as grants for direct relief to localities.

While the appropriation bill was pending, delegations from the Workers' Alliance marching on Washington in orderly style, were received by the President's secretaries, representatives of the U.S. Chamber of Commerce, and "liberal" members of Congress, who heard the alliance's case for $1,040,000 to finance WPA for the remainder of the fiscal year. A minimum of $40 a month for all workers, and raises in pay for those now getting more than $40 were asked, together with assurance of continued WPA employment and the addition to the rolls of around 600,000 "needy employables."

New York's contingent of the Washington marchers raised funds for their trip by selling 5 and 10 cent stamps bearing the slogan, Work and Progress is Americanism. Thirty-five floats made for a recent New York protest parade were used in the Washington march.

Two Points—The *New York Post* has presented its platform for WPA in two unequivocal planks:

1. No WPA employe should be fired just because "business is improving." He should be taken off the rolls when he gets a job in private industry. No firing in blocks, but automatic dismissal of individuals as the individual outgrows need for WPA.

2. For each WPA dismissal, a man or woman should be taken off home relief and given a job to carry out President Roosevelt's program of "preserving morale" and of easing the load in states and cities.

Viewpoints—It took Louis Stark of the *New York Times,* to point out a distinction with a vital difference, in WPA terminology, i.e. employability as distinct from productivity. In a recent series of articles, Mr. Stark combined keen analysis with a journalistic survey of the nation's unemployment and relief situation. Said Mr. Stark:

"WPA investigations reveal large numbers of persons on relief who have physical and other defects making them unemployable or only semi-employable. The tendency by relief officials is to class as many persons as possible as employable or semi-employable on the assumption that all those capable of any work, no matter how light, were entitled to receive work for reasons of health and morale. The employer necessarily regards employability from the standpoint of the worker's ability to produce.

"In this phase of the relief problem, and in many others, there appears to be a sharp conflict between the viewpoint of social workers, relief administrators and persons on relief on one side, and the business groups which criticize the relief and work relief programs."

? ? ? ?

WHAT, gentle reader, do you think of this whole department, Social Front—its coverage, its interest, its usefulness in this digest form? It has now been appearing for a year and is subject to critical examination for its virtues and defects, a process in which we seek the candid comment of readers. We spare you a questionnaire; we appeal for your postcard comment. If you don't read it regularly say so — and why. Please—promptly.—THE EDITORS

Relief

AN experiment in sharing with clients the job of establishing their eligibility for relief has been recommended—with many careful stipulations—by the Pennsylvania State Emergency Relief Administration to local units. The suggested new intake procedure is based on "the general principle that it is fundamentally sound" to place more responsibility upon the applicant for relief, and is seen as a possible means of expediting intake for reduced staffs. The SERA points out that the experiment should be undertaken only after careful consideration and consultation with local boards and staff.

Under the new plan, responsibility is placed on the client for hunting out and presenting a long list of evidences of eligibility such as usually are dug out by the investigator. Among items which clients are requested to produce are:

Names and addresses of three companies or persons from whom they have tried to get work before making this application for assistance.

National Reemployment Service identification cards showing registration of all employable persons in the client's family.

Report on ownership of motor vehicles form, completed filled out.

All insurance policies of the family, old and new, including lapsed policies. Any papers relative to loans or policies and premium receipt books.

And so on to include equally detailed data regarding stocks, bonds, securities, military discharge papers, bank books, deeds, rent receipts.

"In general, applicants have been eager to assume responsibility for presenting documentary evidence to establish their eligibility," says an official SERA bulletin, adding: "It has been noted that, with the acceptance of joint responsibility for establishing eligibility . . . better visitor-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

recipient relationship has been established." It is suggested that skilled interviewers, careful interpretation to the community and an experimental approach are essential to the new plan.

Relief by Clothing—New York City's Emergency Relief Bureau spent $600,000 for clothing during last December. The total of ERB clothing expenditures during 1936, plus donations from the state Temporary Emergency Relief Administration and the Works Progress Administration, reached $4,883,000. Of this, $2,200,000 came from the ERB, either as relief-in-kind, or as cash expended for clothing.

Of the expenditure, Charlotte Carr, director, said: "I regard the use of public funds in this connection to be not only a humane act to help many thousands of men, women, and children whose need for clothing is frankly desperate, but a wise investment to aid many relief recipients to become employable. The best we have been able to do has been to supply shoes and clothing to children to keep them in school, to give a clothing voucher or check to those most likely to find work, and to see that the sick were cared for."

Truth About Trailers—Agencies in thirty-one cities answered questionnaires about the trailer problem for the National Association for Travelers' Aid and Transient Service. In only six communities was any action reported to meet the problem. Most replies said cautiously, "No problem, yet." Cities in which trailer registration is established have found that so far more problems arise for the health and police departments than for relief agencies. Only a scattering of destitute trailer families was reported.

Detroit alone reported that battle lines had been drawn between trailer colonies and city authorities, with housing, sanitary and fire protection ordinances the issue. Detroit and Kalamazoo—also "aware of its problem"—found their situation complicated further because Michigan is a major producer of trailers. Trailers are big business and must be respected. One Detroit trailer colony, "holed in" snugly for the winter, was ordered by the department of sanitation to vacate, but authorities were more disposed to confer than to take drastic measures.

The Atlanta, Ga. Travelers' Aid reports that "destitute transients with an automobile and trailer, while few in number, usually give our agencies more trouble than a dozen other cases. Questions of gasoline, repairs, food and the impossibility of establishing legal residence and efforts to avoid the 'passing on' policy are the problems presented. . . . Usually neither automobile nor trailer is worth enough on a forced cash sale to provide transportation or sustenance for any period . . . and sale is invariably opposed by the client." Baltimore reported that, so far as can be discovered, there is not a single private parking place for trailers . . . even trailers with ability to pay are not wanted . . . there are no municipal parking places, except one . . . and that is being allowed to run down to discourage trailer parking."

Linn in the *Albany Times Union*
"It's the only way I can get a vacation."

Irene Murphy, of the Detroit Council of Social Agencies puts her finger on the crux of the trailer's potentialities for trouble-making when she says, "In general I think we feel that this problem is in its initial stages at the present time, and we hope that each city or community will try to study it in its broadest sense and not merely build up local defensive ordinances which will push the problem into rural communities or in areas where it will not be so noticeable, but nevertheless will be serious. . . . If we are going to impose exacting criteria of health and sanitation on trailers, we must be prepared to see that our shabbiest shack dwelling in the city complies with the same rules."

Publications—A list of theses and studies on the problems of transiency and homelessness may be obtained, on request, from the National Committee on Care of Transient and Homeless, 1270 Sixth Avenue, New York. . . . A bibliography of personnel studies, tests and related materials by the personnel standards section in the Pennsylvania Emergency Relief Administration has been prepared in a mimeographed booklet. Some of the studies are available for distribution. (Information from Louise R. Witmer, supervisor, Personnel Unit, Pennsylvania SERA, Harrisburg, Pa.)

Child Labor

KENTUCKY last month became the twenty-fifth state to ratify the child labor amendment. Favorable action by eleven more state legislatures will write the amendment into the Constitution. [See *Survey Graphic*, January 1937, page 10.] The Kentucky legislature met in special session. When Governor A. B. Chandler received the letter sent by President Roosevelt to all governors, urging the elimination of child labor, he amended the call to include consideration of the child labor amendment. The House began by turning it down. But newspapers which had long opposed ratification came out with favorable editorials and the Senate ratified by a nineteen to fourteen vote. When the measure went to the lower chamber, the House reversed itself, fifty-nine to twenty-four. Amendment foes then secured an injunction temporarily restraining the governor from certifying the law, on the ground that Kentucky had rejected the amendment in 1926, that ratification came too long after congressional enactment, that the amendment violates the Bill of Rights. But before this injunction was issued, Governor Chandler had already sent a certified copy of the resolution to the secretary of state, thus closing the issue as far as Kentucky is concerned.

Other States—The child labor amendment has been introduced in a number of state legislatures, but at this writing (January 28) only Kentucky has acted. . . . The California legislature, which ratified the amendment in 1925, last month passed a resolution memorializing President Roosevelt to continue his efforts to abolish child labor.

Community Survey—Questionnaires filled in by children in the public schools under the supervision of their teachers in White Plains, Westchester County, New York, showed that 15 percent of those between the ages of eight and fifteen had been employed. Many of them had held jobs in violation of state child labor age provisions. The study was made by the New York Child Labor Committee, in cooperation with the Westchester League of Women Voters. The report, given out by H. Claude Hardy, superintendent of schools, shows that of 173 street traders, seventy-three were under twelve years of age, the legal minimum. Twenty-one percent of those reporting were in mercantile or factory work, under the jurisdiction of the labor law. Half of these were under fourteen, the legal minimum age for such work. Many of the children reported that they were continuing with their jobs outside school hours. The highest wages reported were by golf caddies earning $10 or more a week. Lowest earnings were by boys who sold or delivered magazines, working about twenty-six hours a week to earn 20 cents. Other wages reported were: a ten-year-old boy working in a printing shop for eight weeks, six days a week, at $1 a week; a twelve-year-old boy working in a grocery store all day, seven days a week, for ten weeks, at $1.50 a week; a nine-year-old boy helping on a

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

newspaper truck, six days a week, 4 to 8 a. m., 2 to 6 p. m., for 50 cents a week; a 10-year-old nursemaid, working all summer, 8 a. m. to 9:30 p. m., for $1.75 a week. The report recommends more attention to child labor inspections, a study of street trades, issuance of employment certificates by the local certifying office, and thorough check on illegal employment of children by the school attendance officer.

Public Assistance

COMPARING the first month of its active operation, February 1936, with its twelfth, January 1937, the Social Security Board finds that the number of jurisdictions participating in one or more of the three federally aided programs of public assistance—needy aged, needy blind and dependent children—has increased from twenty-three to forty-three; in all three programs from seven to twenty-four. Last month there were forty-two approved plans for old age assistance, twenty-eight for the blind and twenty-seven for dependent children.

Spokesmen for the board say that it is still too early to estimate what proportion of those in need are now receiving aid under the three categories or how large the load would be if maximum coverage were reached. Conspicuous increases in numbers covered will depend upon the development of plans in states not now participating. Increases in numbers of children aided seem to be contingent on liberalizing federal fund-matching up to the fifty-fifty basis now applied to the aged and the blind. Further extension of aid to the aged and blind depends on state definitions of eligibility, available state and local funds for matching federal grants, state policies on expenditures, and so on. At present it is fairly evident that the number of persons receiving asistance in the three categories reflects more nearly the states' financial capacity than it does the number of persons in need.

Acute Headache — The Colorado legislature finds itself in a hot spot as a result of the constitutional amendment passed by the electorate last November requiring it to find funds to pay minimum monthly pensions of $45 to all citizens over sixty years of age. [See *The Survey*, December 1936, page 373.] Since the federal law provides matching grants for allowances only up to $30, sets the age limit at sixty-five years and specifies need, assistance can be counted on from Washington only for cases that meet those specifications. "Guesstimators" say that about 80 percent of all present Colorado state revenues would be absorbed by the full operation of this program. What this would mean to schools, public health and all state services, is self evident.

The amendment provides for the diversion of revenues now used for various welfare purposes, but counting them in and adding possible federal funds still leaves the legislature obliged to find $10 million in new revenues to initiate the program. Some legal opinions in the state hold that the legislature may set up rigid requirements beyond those specified in the amendment or may even refuse to act, "though this is unlikely because of the powerful old age pension lobby."

An advisory opinion by the state supreme court holds that the amendment is inoperative until implemented by legislation. Two years must elapse before it can be resubmitted to the people. Meantime it is being attacked in the courts and pressure groups are active on both sides.

Check-ups—Now that the initial pressure of getting old age assistance going is relaxing, the matter of continuing eligibility is an increasing concern of local administrators. Most state laws require "reconsideration from time to time." The Washington State Department of Public Welfare has ruled that age, citizenship and residence requirements as well as resources shall be reviewed approximately a year after the case is opened and that thereafter budgets and resources shall be reviewed annually. But, it cautions: "It is important that both staff members and recipients understand the spirit and the intent of this annual statement of eligibility. . . . Obviously we are concerned with changes and resources only insofar as they make for changes in eligibility. Many recipients may not remember small sums of money which they have earned or received and judgment should be exercised in pressing for information only in connection with income and resources that are significant."

Cook County, Ill., not yet wholly out from under its load of initial applications, anticipates a continuing service to its aged, particularly those without close family ties where "the case worker must take the place of a son or daughter" in seeing that the old folks have care and protection. In all cases changing circumstances may call for a revision of the budget, either upward or downward.

Lake County, Ind., has six workers on its old age assistance staff who do continuous home visiting trying to "get around" about once a month. These visits are primarily in the interest of protecting the client and are in no sense policing. They have resulted in good relationships with the old folks and a regular picture of their total situation.

Poor Lo—States with a large Indian population are protesting the ruling of the Social Security Board that Indians must be included in all programs. Arizona for example, with an Indian population of about 50,000, claims that its taxpaying population of about 450,000 is unable to carry the state's share of services to so large a proportion of tax exempt persons. It seems likely that the congressional delegations from New Mexico, Arizona, Montana, Wyoming and South Dakota may form a "common front" to press for an amendment to the Social Security Act to provide full federal financing of benefits to Indians.

The Insurances

AMONG the 25 million workers with whom the Social Security Board has opened old age benefit accounts there are 35,000 John Smiths—an illustration of some of the bookkeeping problems encountered in setting up "the biggest ledger on earth."

Administration—Eighty-one field offices of the Social Security Board are now in operation throughout the country. They are assisting in the maintenance of wage records of workers for whom social security accounts have been set up, and in adjudicating claims for benefits. The staffs in each office are small and have been drawn entirely from civil service lists.

Glenn A. Bowers, executive director of the division of placement and unemployment insurance of the New York state department of labor, has advised employers not to undertake reorganization of their accounting systems to make the reports on individual employes required under "Instruction No. 6." Mr. Bowers suggests that the legislature may amend the requirements of the state unemployment insurance law as set forth in this instruction.

Victor Sadd, field representative of the Social Security Board, holds that the cost of keeping payroll records for security taxes should vary from one tenth of one percent to one percent of the taxes paid. Using certain large firms as his basis, he stated that one of them, employing 3000 workers, was adding one assistant bookkeeper at a cost of $900 a year to care for the required records; another firm will hire an assistant bookkeeper, half of whose time will be used for social security records.

Unemployment—In the three weeks between December 10 and 31, seventeen state unemployment insurance acts were approved, bringing the total from nineteen to thirty-six, the number of workers covered from about 12 million to about 18 million. With thirty-five states and the District of Columbia, the present coverage is about 80 percent of the total anticipated when all the states enact such laws. Of the thirteen states still without unemployment insurance laws, all but three—Delaware, Illinois, Missouri—are mainly agricultural; these three states account for about 12 percent of the workers not yet covered.

Since most of the states adopted unem-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ployment insurance laws late in 1936; they have not yet completed the collection of initial contributions. The unemployment compensation trust fund in the U. S. Treasury, amounting to approximately $65 million, represents contributions from only eight states and the District of Columbia. By the end of 1937 it is expected to increase at least tenfold. . . . The Social Security Board has made grants amounting to $3,874,285.91 (January 15) for the administration of unemployment insurance. A large increase in these grants is expected during 1937.

Old Age Benefits—A total of 25,904,062 workers was shown on the employers' application forms which had been received by the wage record office of the Social Security Board in Baltimore by January 6. A breakdown of the 22 million applications on file in the temporary typing centers in late December showed that workers in seven industrial states accounted for more than half the total applications. New York stood first with 3,433,631. Pennsylvania was second. The next five, in order, were Illinois, Ohio, California, Massachusetts and Michigan.

Left Out—The problem of the 2,400,000 governmental employes who, along with farm hands, domestics, seasonal workers and social workers, are not covered by provisions of the federal-state social security program, will be studied by a special committee appointed by the American Municipal Association, 850 East 58 Street, Chicago.

Types of Legislation—Wisconsin remains the only state with a straight employer-reserve account for unemployment insurance. Under this plan, each employer's contributions are kept in a segregated account, drawn upon only for benefits to his own employes. . . . Indiana and Kentucky combine the employer-reserve with the pooled fund plan. . . . Vermont permits the employer to choose either the employer-reserve or the pooled fund plan. . . . Thirty-two states have adopted a straight pooled fund, all contributions going into a single state fund, from which benefits are paid to eligible employes of all covered employers.

In twenty of the twenty-three laws passed since July 1936, contributions are required of employers only. . . . Nine states call upon employes for contributtions during 1937. Most of these enacted their laws early, just before or just after the passage of the Social Security Act.

A trend toward broadening protection to workers is indicated by the fact that many state laws apply to employers of fewer than eight persons, the number set by the federal act. During 1937, the Connecticut law applies to employers of five or more; New Hampshire, New York, Oregon, Rhode Island, Utah and Kentucky, of four or more; Arizona and Ohio, of three or more; Idaho, Minnesota, Pennsylvania, Michigan and the District of Columbia, of one or more.

Twenty-seven states provide for some kind of merit rating, whereby employers with stable employment may qualify for a lower rate of contributions; others have made provisions for studying such plans.

Company Plans—The Public Service Corporation of New Jersey and subsidiary companies will keep their pension plans intact, the president, Thomas McCarter, has announced. The group insurance plan of the corporation has grown from a benefit payment of $57,840 in 1911 to $1,262,000 in 1936. . . . The Endicott Johnson Corporation has announced that it will assume payment of the employes' tax under the old age benefit title of the Security Act. The concern has 19,000 workers, whose share of the tax will amount to about $250,000.

Cooperatives

FARM supply cooperatives last year did more than one eighth of the total national supply business, according to figures recently given out by the Farm Credit Administration. The business of 21,112 farm cooperatives engaged primarily in purchasing amounted to $247 million in the last twelve months, while an additional cooperative purchasing business of $68 million was reported by 2360 cooperative marketing associations which also engage in cooperative purchasing. The co-ops operate in forty-eight states, and handle feed, seed, fertilizer, petroleum products, groceries, general merchandise, farm implements, and building materials. The new figures show a rise of more than 25 percent in total purchases, and the formation of 106 new associations during the year.

Next to Standard Oil—With an increase in volume of more than eight million gallons last year, Minnesota cooperatives established themselves as the second largest distributors of gasoline in the state, according to a writer in *National Petroleum News*. Co-op business in gasoline doubled during the six depression years. The percentage of the state's gas so handled has arisen steadily from 4.88 percent in 1929, to 8.51 in 1935. In the same period, the business of Standard Oil of Indiana, the only private company now leading the co-ops, fell from 26.38 percent to 17.92.

Management Training — A four weeks cooperative managers' school, sponsored jointly by the University of Minnesota and Midland Cooperative Wholesale opened on the university campus recently. Its student body is made up of about seventy managers and prospective managers of gas and oil co-ops. Instructors are drawn from the university faculty, and from the technical and educational staffs of the Midland. The course covers technical problems of oil distribution, as well as general economics and the history and philosophy of the cooperative movement.

Co-op Jamboree—The executive committee of the International Cooperative Alliance, meeting in Warsaw in December, made preliminary arrangements for the fifteenth triennial congress of the alliance, to be held in Paris in September 1937. It is expected that the congress will bring together representatives of one hundred million members of cooperative associations in thirty-nine countries. The executive committee also announced that the sixteenth international cooperative school will be held in Nancy, France, the first two weeks of July.

Record and Report—A survey of consumer cooperatives, their actual status in our national economy, is included in the December issue of *The Index*, published by the New York Trust Co., 100 Broadway, New York. . . . A pamphlet describing Agricultural Cooperatives in Finland is available through the Cooperative League, 167 West 12 Street, New York. . . . A Study of Contemporary Unemployment and of Basic Data for Planning a Self-help Cooperative in Palo Alto, a WPA project directed by Ada F. Wyman, considers the possibilities of permanent functioning of such groups, as well as the emergency aspects of self-help cooperatives.

Consumers' Cooperatives is the subject of the latest volume of the Reference Shelf, published to supply "a basis for public discussion." In addition to briefs and bibliography, the handbook has about 200 pages of informative articles, pro and con. (H. W. Wilson Co. 297 pp. Price 90 cents, postpaid of *The Survey*.)

Nurses and Nursing

OF major importance to the whole field of nursing is the forthcoming third edition of the Curriculum for Nursing Schools. A project of the League for Nursing Education, with other national nursing organizations cooperating, the new edition has been worked over by specialists in social work, education, dietetics, hospital administration and library service—to name only a few. Approximately 700 reports and their recommendations have been cleared through the central committee. The new curriculum, like its earlier editions in 1917 and 1927, will be influential in setting standards for nursing education and will be used in appraising nursing education programs.

The American Nurses' Association, in a special bulletin, explains that the pres-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ent revision was necessary "because the Grading Committee's findings revealed that the majority of nursing schools in the country are mediocre schools and that there is no need for more graduate nurses with mediocre training and background. It revealed also that there is great need for nurses with broader experience, better basic professional background, and additional specialized training." Among other factors, it is pointed out that "nursing schools have been experimenting along some new lines in the last ten years and have learned a number of ways of improving their programs and their methods of teaching nurses."

Emphasizing that the new curriculum sets a standard, but carries no mandate, the bulletin adds, "No set of rules can govern the administration of the proposed curriculum. Each school which wishes to revise its educational program must do so according to its own situation and potentialities. . . . The curriculum is a tool. Its effectiveness will depend upon how thoughtfully and carefully it is used. . . . The league fully recognizes the fact that all schools do not operate on the same level. All cannot carry out the recommendations, even in adapted form, with equal ease and speed. All can consider their own educational programs in relation to them."

New Status—Nursing education at the Presbyterian Hospital and Medical Center in New York City, heretofore administered by the school of nursing of the hospital in cooperation with the Columbia University faculty of medicine, has been reorganized. Henceforth, student nurses at the Medical Center hospitals will be registered as students in a newly established department of nursing of Columbia University, with full university rank. The degree of Bachelor of Science will be conferred for the first time on nursing graduates of the class of 1939. The professional diploma in nursing will continue to be awarded by the Presbyterian Hospital School of Nursing. "All the responsibility for instruction and educational administration in the field of nursing will be transferred to the faculty of medicine," according to official announcement. Prof. Margaret E. Conrad will be executive officer of the new university department, which will be administered in cooperation with the Presbyterian, Sloane and Babies Hospitals of the Center.

Beware—Graduate nurses were warned recently by the United Air Lines to beware of a purported "home course of study" to "prepare" them for jobs as air stewardesses. Nurses are being solicited and victims have paid substantial enrollment fees in this purported training center for airplane cabin attendants, of which a United Air Line official said, "Even if the school exists we would give no recognition to any such preparatory training as we maintain our own training school. . . ."

YOU CAN BE SURE OF THE BEST

If You Have "ACID INDIGESTION"

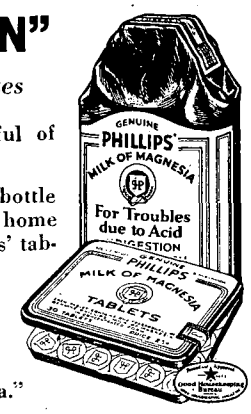
Alkalize Your Stomach This Way in Few Minutes

YOU can relieve even the most annoying symptoms of acid stomach in almost as little time, now, as it takes to tell.

The answer is quick and simple: You *alkalize* your *stomach* almost instantly this way:

Take—two teaspoonfuls of Phillips' Milk of Magnesia 30 minutes after meals. Or, take two Phillips' Milk of Magnesia Tablets, each of which contains the equivalent of a teaspoonful of the liquid form.

Try this method. Get a bottle of the liquid Phillips' for home use. A box of the Phillips' tablets that you can carry with you in pocket or purse—only 25¢ for a big box. Watch out that any you accept is clearly labeled "*Phillips'* Milk of Magnesia."



PHILLIPS' MILK OF MAGNESIA

MERCUROCHROME, H. W. & D.

(Dibrom-oxymercuri-fluorescein-sodium)

ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md

In Print—A new and timely publication from the New York State Department of Health is Nursing Care of Pneumonia, a practical guide to the nursing and medical aspects of the disease. (Available to physicians and nurses, on request within the state; limited supply for out-of-state requests. From the department, Albany, N. Y.) . . . New York City's Bureau of Nursing, of the city health department, has undertaken publication of a new organ, *Our Nurses*, to appear five times yearly, carrying news of activities to its large staff, which has grown from seventeen nurses in 1902 to approximately 800 today.

The Public's Health

THE health inventory on which the U. S. Public Health Service has been working since October 1935—the most comprehensive health survey ever made in this country—is well along toward completion. A study of chronic and disabling illness has been made by house-to-house canvass in ninety cities. Investigations of communicable disease, occupational morbidity and mortality, hearing conditions, facilities for health protection and medical care, all are included in the findings of the inventory. Enumeration was completed at the end of last June; by October, the coding and card punching processes were about half complete.

In the chronic illness study alone, 867,000 family schedules representing some three million persons, were collected. This coverage is from a third to a hundred times larger than in previous studies of comparable method and information. The work started with a few hundred health survey coders, working in Detroit. Directed by Clark Tibbitts, chairman of the operating council, the staff was built up with WPA workers, until at the peak, a force of 1300 persons was at work.

Programs of analysis for the studies are being followed out, progress reports have been issued, and a few indicatory findings have been released to interested professional groups.

Detroit Fights TB—A bold and determined drive against tuberculosis is going forward in Detroit, sponsored by the Wayne County Medical Society, the Detroit Department of Health and the Detroit *News*. Following the "medical participation plan," already familiar to De-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

troit in its battle against diphtheria, physicians, radio station WWJ, the Detroit Tuberculosis Sanatorium Association and the public all are active in the campaign. Paul de Kruif cooperated with A. M. Smith of the *News* in producing a series of twelve featured newspaper articles to publicize the campaign. The radio station has been broadcasting a weekly drama, Death Fighters.

Through all these publicity media, the citizens of Detroit have been told that Detroit is engaged in a battle to eradicate tuberculosis, and that it can be won eventually, if the public will give full cooperation. Activities center at present on case finding, treating the early or minimal case, hospitalizing and isolating the infectious case.

Confer on Syphilis—Starting the year's war against syphilis, Surgeon General Thomas Parran rallied five hundred interested physicians, health officers, social workers and representatives of professional organizations for a conference in Washington.

In an estimate of the size of the problem, evidence was presented that the present annual incidence of new cases is probably not less than 681,000. Prevalence in the general population was estimated at from 5 to 10 percent, including all stages of the disease, with the proviso that all statistics on syphilis and other venereal diseases are now inadequate, and are badly in need of improvement.

The section on public health control of syphilis stressed the need for making treatment facilities available to persons of all economic levels, though public health officials emphasized that there was no desire to treat all cases at public expense. While treatment by family physicians was favored, the section reported that, in its judgment, the treatment of indigent and economic borderline patients in clinics would be necessary, using social service to determine degree of ability to pay.

Means of increasing adequacy of reporting, the question of cooperation of private physicians, cooperation between health departments and medical societies, treatment and medical follow-up of patients and uniformity of instruction in syphilology in medical schools were subjects emphasized.

Health of Jobless—A thousand applicants for work relief in San Francisco, in the natural intake of two typical weeks, were studied by the Central Medical Bureau, to gain a picture of their physical condition and medical problems. They were given complete physical examinations and medical histories were taken. They were classified roughly as: A, physically robust and organically sound; B, physically frail but organically sound; C, having a demonstrable organic lesion not producing symptoms; and D, having a demonstrable organic lesion which would interfere with normal activities. By this grouping 26.7 percent fell into class A; 30.2 percent into class B; 36.5 into class C; and 6.5 into class D. The sampling statistics showed a remarkable consistency between groups, and suggested to the researchers the importance of the C group in the persistence of the relief load. The report is available in reprint form from *California and Western Medicine,* 450 Sutter Street, San Francisco, issue of October 1936.

HEALTH IN PRINT

INSTRUCTION IN HYGIENE IN INSTITUTIONS OF HIGHER EDUCATION, by James Frederick Rogers, M.D. Bulletin (1936) No. 7. U.S. Department of the Interior. Office of Education.

History, development and present state of the teaching of hygiene in this group of educational institutions. (Price 10 cents from the superintendent of documents, Washington, D. C.)

HISTORY OF THE MASSACHUSETTS DEPARTMENT OF PUBLIC HEALTH, by Eleanor J. MacDonald.

From its earliest beginnings, the story of the growth of this venerable department of health is told in its historic setting, throwing light on the early public health movement in other parts of America. (In *Commonhealth,* Volume 23, number 2, quarterly of the Massachusetts Department of Public Health. Free within the state. Editor, M. Luise Diez, Division of Child Hygiene, State House, Boston.) A symposium on dental health-education, service, problems and programs, is contained in Volume 23, number 3, same publication.

THE LEGAL BASIS OF PUBLIC MEDICAL CARE IN TWELVE STATES. Publication of the American Public Welfare Association, assisted by the Rosenwald Fund.

Reports laws relating to medical aid, hospitalization, and public health, from statutes and interpretations of the higher courts, for the states studied. (Price 50 cents from the association, 850 East 58 Street, Chicago, Ill.)

Jobs and Workers

BASED on unpublished data of the 1930 Census, the U. S. Women's Bureau offers a new study of the "employed woman homemaker." It shows that 36 percent of the gainfully employed women in this country are homemakers, more than one fourth of them as heads of families. About two thirds of the employed homemakers were working in industry, in offices, as saleswomen in stores, and as servants and waitresses. In general the types of employment offer little opportunity for a career, and in many cases very low pay. About one third of these women were making homes for four or more persons, 132,000 for eight or more. One sixth of these women workers, in addition to wage earning and homemaking found it necessary to supplement their wages by taking lodgers. (Bulletin of the Women's Bureau. No. 148. Price 10 cents from the superintendent of documents, Washington.)

Minimum Wage—A minimum wage bill, designed to meet the objections to the 1933 Act which the U. S. Supreme Court held unconstitutional, has been introduced in the New York legislature. [See *Survey Graphic,* July 1936, page 412.] The new bill differs from the earlier one chiefly in basing minimum wages on "the value of the services or class of services rendered," rather than on cost of living. In presenting the measure, Representative Irwin Steingut stated: "Available records indicate that 15 percent of the women employed in industry in this state earn less than 25 cents an hour, and 6½ percent less than 20 cents. These shocking facts demand an immediate remedy."

That the U. S. Supreme Court decision in the Tipaldo case did not halt all minimum wage development is shown by a January *News Letter* of the U. S. Women's Bureau, giving the bureau's annual review of "the situation of employed women." Twelve states having minimum wage laws have been at work with organization and study "directed toward making known the status of women's wages and raising standards of their payment." It has been possible to continue the enforcement of minimum wage provisions for minors in some states. Other states, including Connecticut, New Hampshire and Massachusetts have continued all minimum wage activities, in some instances revising the law to meet changing needs. California, in its garment industry, and New York, in sections of its laundry industry, have secured the voluntary cooperation of employers' groups in maintaining minimum wage standards.

Peace on the Railroads—Except for one small industrial railroad with forty employes, the Railway Mediation Board is able to report, for the second time, a year in which "there was no strike and no interruption of railroad service on account of labor disputes." During the year there were 200 disputes sufficiently serious to require intervention by the board, and 1500 which were referred to the National Railroad Adjustment Board, the agency having jurisdiction over questions involving interpretation or application of agreements between carriers and employes. On eleven roads, strike votes were taken after the first mediation efforts failed, yet in these cases further negotiations forestalled strike action. The

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

report adds: "That peaceful relationships have been maintained throughout the industry under these circumstances is a tribute no less to the efficiency, fair dealing and industrial statesmanship of the railroads and of the representatives of the employes and their organizations than it is to the Railway Labor Act itself."

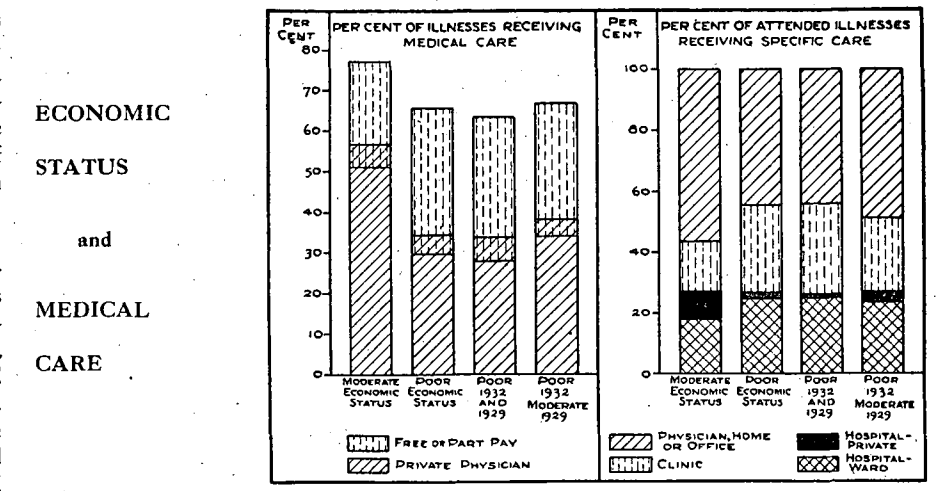
Guild Decision—The National Labor Relations Board, handing down its decision in the case of two employes discharged by the Seattle *Post-Intelligencer,* finds that the two men were discharged because they took part in founding and organizing the Seattle chapter of the American Newspaper Guild. The board ordered them reinstated with adjusted back pay, and directed the paper to end all interference with its employes "in the exercise of their rights to join labor organizations." The decision reviews the evidence taken before Edwin S. Smith, trial examiner, during the sensational strike which resulted in suspension of publication by the *Post-Intelligencer,* founded in 1865 and acquired by Hearst in 1921.

Proposed Legislation—Drafts of a number of proposals for measures designed to give effect to recommendations of the management-labor Council for Industrial Progress have been submitted to President Roosevelt by George L. Berry, coordinator for industrial cooperation. Proposed bills on hours, wages, child labor and competitive practices are premised on the fact, to be established by legislative findings, that sweated labor and child labor in industry constitute unfair methods of competition. No bill was submitted from the council on the subject of an employment census, although committee recommendations were unanimous that a complete national census of employment status every five years should be authorized, supplemented by periodic checks. [See *The Survey,* January 1937, page 15.]

Child Welfare

CONDITIONS affecting American childhood in 1936 are reviewed in the annual report of Katharine Lenroot, chief of the U. S. Children's Bureau. Stress is laid on developing activities of states in maternal, child health, child welfare and crippled children's services, through the three parts of the Social Security Act administered by the bureau.

What is called a "rough measure of conditions," derived from the statistics currently available through the Bureau of Census and the Children's Bureau, indicates: an encouraging decline in infant mortality, shown in preliminary figures for 1935 as against 1934; a slight decline in the United States' all-nations "high" in maternal mortality; a definite tendency for a return to child labor following the scrapping of NRA codes; a 3 percent decrease in juvenile delinquency; a steadily decreasing proportion of dependent children in institutions, and an increasing proportion receiving care in foster homes.



Measuring Health Needs in an Urban District, by Dorothy G. Wiehl. Milbank Memorial Fund Quarterly, October 1936. This chart indicates the amounts and kinds of medical care received by families of various economic levels, as shown by a survey in the Mott Haven District, New York City. Percentages are compiled from reported illnesses.

For Handicapped—Thanks to a WPA grant and loan, donations of local clubs and mercantile firms and a bequest from the estate of Henrietta West Roberts, Indianapolis now boasts a modern and elaborately equipped school especially for its handicapped children, where along with their school work, they are given expert medical care.

Children at the Roberts School for Handicapped Children are brought to the school by taxi service supplied by the Indianapolis Foundation. All eight grades of school work are provided for them, and besides their regular teachers, an expert physio-therapist, occupational therapist, graduate nurse and several visiting doctors. The school is equipped with sun rooms, rest and lunch rooms, rooms for muscle treatment, walking practice, and rhythm rooms. The entire school is two stories high, modern in architecture and decoration. At present about 180 students are enrolled.

Guidance Clinic—Recently completed in Los Angeles, Calif. is a five year demonstration of clinic guidance service in connection with a group work program. With funds from an anonymous donor, the Child Welfare Clinic was organized as a unit of All Nations Foundation, a group work agency in a section of the city with a high delinquency rate. Children were referred by the foundation, were studied by the clinic and treated by the carefully integrated services of both, in cooperation with other social agencies. An interesting phase of the demonstration was the use made of the data accumulated by the clinic studies in evaluating, planning, and administering the group work program.

As an outgrowth of the demonstration, the University of Southern California for several semesters has offered a course on the individual approach in group work which enrolls both group and case workers. Says Everett W. DuVall, Ph.D., of the university faculty, who directed the clinic and organized the course: "a considerable number of the local group work agencies have modified their programs to include the individual approach. This has resulted in a better working relationship with case work agencies active with the same families. The desirability of integrating the techniques in which the two fields differ has been demonstrated on an organic basis and some beginning has been made in the integration of case work and group work on a community basis."

In Print—Children in Foster Care in New York State, 1911-35, a study by James H. Foster and Robert Axel, traces changes and extent of the use of institutions and of foster homes for children. It is published by the New York State Department of Welfare. (Publication No. 20, from the department, Albany.) . . . A bibliography on foster family care has been published by the Russell Sage Foundation library. (Price 10 cents from the library, 130 East 22 Street, New York.) . . . A listing of an extensive series of pamphlets published by the Iowa Child Welfare Research Station is available from the station, University of Iowa. Iowa City.

The article, Dependent Children Under Care of Children's Agencies, by Agnes K. Hanna, has been reprinted from *The Social Service Review* of June 1936, and is available from the U. S. Children's Bu-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

reau, Washington. It reviews the findings of the federal census of children under institutional care and in foster homes on December 31, 1933.

Professional

WITH legislatures in full bloom, and social workers much concerned with the fruits thereof, increasing numbers of state conferences of social work have pledged themselves to programs of social action through support of legislative programs. Latest is the Minnesota conference. Under its new articles of incorporation and by-laws, plans have been laid for a committee to disseminate information on social legislation. The conference will vote to support or oppose specific measures and may employ, at the discretion of the board of directors, a person or persons for "legislative work" in the nature of lobbying.

Strategy—Social workers lobbying for relief legislation have been like bulls in a china shop, Savilla Simon told the Chicago chapter of the American Association of Social Workers in the course of a discussion of legislative strategy. As means by which social workers could exert more effective influence she suggested:

"Broadening our base of action through mobilizing and stimulating action by lay people; by providing facts and educating the public as to the need, and getting our lay friends to do the actual lobbying.

"Working through and strengthening the State Conference on Social Welfare, because it is state-wide and includes lay people.

"Educating public opinion throughout the state in behalf of our measures, so that it becomes good policy to vote for them in the legislature.

"Supplementing the work in the home districts with skillful representation at the state capitol.

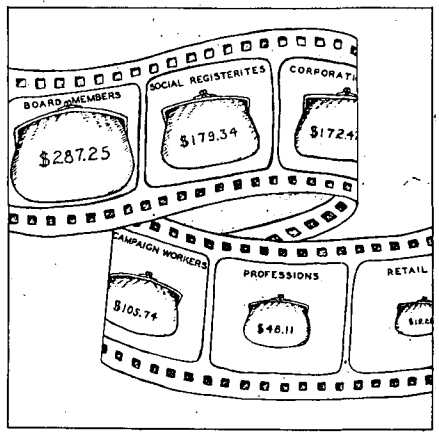
"Developing more sophistication in our approach to public officials and legislators and above all, standing together as social workers and building up through every legislative effort a permanent friendly contact for our profession and the social welfare movement."

For Students—Research training fellowships, and grants-in-aid of research in the social sciences, have been announced for 1937-8 by the Social Science Research Council. Subjects include: economics; social, economic, and political history; political science; social psychology; sociology; cultural anthropology; statistics, and social aspects of related disciplines. The fellowships are open to citizens of the United States or Canada, who on July 1, 1937 are under twenty-five years of age, and hold an A.B. degree. Graduate students are ineligible. Applications must be filed by March 15. (Further information from John E. Pomfret, 230 Park Avenue, New York.)

For a full list of social work fellowships and scholarships for the academic year 1937-38, see the January issue of *The Compass,* organ of the American Association of Social Workers, 130 East 22 Street, New York.

Citizen Service

SEEKING the reason why the United Charities of St. Louis has not reached its financial quota in any year thus far, the research department of the Community Councils has analyzed community givers and giving in 1935 and 1936. The giving of 1314 board members, some serving more than one agency, was studied along with that of five other groups.



Average group contributions in St. Louis

It was found that only 20 percent of the board members of agencies included in the United Charities campaign took part in the annual fund-raising. However, their contributions amounted to 12.1 percent of the total raised and their average was $287.25 as compared with a general campaign average of $13. The median board member gift was $75. Nearly 70 percent of the total group of board members gave to the 1936 campaign. This is a smaller total of board member givers than in 1935, though their gifts tended to be larger.

Junior League—Winnipeg, Canada has a new family bureau, established last fall as the result of a local survey of need in the relief and family welfare fields, which was initiated and partly underwritten by the Junior League of Winnipeg. The family agency, an asset new to Winnipeg, is headed by a paid case worker, Elin Anderson, assisted by ten volunteers from the Junior League, one a graduate of the Toronto School of Social Work. The survey was made under the direction of Charlotte Whitton of Ottawa, assisted by Mrs. Cameron Parker and a representative committee from the community.

For six months the Junior League of Los Angeles has employed a professional social worker, Mildred Buttorff Pratt, to place volunteers in their jobs. League workers are now assisting in twenty-two agencies in the community. Mrs. Pratt formerly was placement secretary for the Cleveland League. . . . In Austin, Tex. the league is sharing in an experimental project in child welfare in the Settlement Club—a children's home—by providing a trained case worker's salary as well as volunteer case work by league members. The project aims toward "a well rounded children's service which will include supervised foster homes." It grew out of a survey of the local situation made by Marjorie Embree for the Child Welfare League of America.

Believing that good theatrical entertainment for children of grade school age is no less a community service than other social welfare activities, the Junior League of Milwaukee—in line with other leagues throughout the country—is developing a program of productions for the city's school children. The Milwaukee Social Center and the board of education are cooperating closely with the players group of the league.

Interpretation

THE New York chapter of the AASW has called for volunteers among its members to write to the papers when subjects come up for public discussion on which professional social work opinion should be put forward. Feeling that a flow of vigorous communications often can influence a given newspaper "campaign," the association hopes to organize and amplify this technique into a practical tool for molding public opinion. According to the plan, a committee will assume responsibility for clipping and assigning articles which seem to call for social worker comment. The letters are to represent individual, not association opinion.

To the Public—With Douglas P. Falconer, executive director of the Brooklyn Bureau of Charities, as chairman of the program committee, the Brooklyn Council for Social Planning is conducting a comprehensive survey of that unwieldy and growing borough's social service facilities and its needs. A series of public meetings will be held, each concerning a special field of social need. Ninety social service and civic agencies are affiliated in the Brooklyn Council for Social Planning which, in turn, is a part of the Welfare Council of New York City. . . . The recent annual report of the Brooklyn Bureau of Charities, New Paths to Service, directs the attention of its readers to future planning with an attractive, well illustrated booklet. . . . In presenting its fall appeal for funds, the New York AICP announced that 92 percent of the

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

budget for next year will be spent "for the prevention and elimination of destitution and for direct relief to persons who do not come within the scope of the present government relief activities." The cost of an impressive booklet for the society's campaign, was provided "by one of AICP's friends who believes that the society's work requires interpretation no less graphic . . . than any other enterprise of such scope."

Underpinning—The recently born publication of the U. S. Public Health Service, *The Health Officer,* is focusing much of its attention on means of developing community acceptance of public health programs. In the issue of November 1936, Dr. C. C. Slemons, commissioner of the Michigan State Department of Health, discussing Publicizing Public Health, warns: "Development of public health services, it is generally recognized, depends to a large extent upon the degree of public understanding and acceptance of the purposes and values of such services. . . . We are witnessing a tremendous boom in the development of public health services [with the Social Security Act]. . . . A firm foundation in public opinion must be built for the available superstructure of public health organization. . . . Without that, this current, top-heavy development of the public health program, ten years in advance of its day, may topple for lack of firm foundation in the public consciousness."

In Print—*The Councillor,* quarterly publication of the Baltimore Council of Social Agencies is only in its infancy, but already it has taken form as a demonstration of how to keep a good local publication local, of serving its particular purpose, and achieving readability. . . . The still pyramiding returns from the publication in *Survey Graphic,* July 1936, of Dr. Thomas Parran's taboo-breaking article, Syphilis, The Next Great Plague to Go, hold significance for "interpreters." Despite misgivings current in press and radio, *Survey Graphic* and *The Readers Digest* (where the article was printed in abridged form) between them have stimulated news stories reaching a circulation of four to five million readers, have circulated approximately three hundred thousand reprints and charts, and have received letters indicating a favorable, even eager reception. Once the conspiracy of silence was cracked, the public gave quick evidence of its ability to "take" this form of education.

Facing the Future with the Character Building Agencies, a round-up of factual and appeal material for youth organizations, prepared by the Community Chests and Councils, Inc., constitutes a useful handbook. (Price 25 cents, less in quantity; from the organization, 155 East 44 Street, New York.)

A bouquet of the opinions of newspapermen on social workers and their notions of news contains more spinach than roses but offers many practical pointers to space hungry publicitors. The material was collected by a newspaper man, Earl Minderman, for an address before the Ohio Welfare Conference. Entitled What Some Newspaper Men Think of Social Workers, it is offered as a special bulletin by the Social Work Publicity Council, 130 East 22 Street, New York. (Price 25 cents.) . . . A bibliography on social work interpretation, compiled by Mary Swain Routzahn, is offered by the Russell Sage Foundation Library, 130 East 22 Street, New York, as Bulletin No. 140 of its series of bibliographies. (Price 10 cents.)

People and Things

SURPRISE of the month to all but a few insiders was the announcement of the resignation of Sanford Bates as director of the U. S. Bureau of Prisons and his appointment as executive director of the Boys' Clubs of America, Inc. Mr. Bates has had eighteen distinguished years in the correctional field but many people have suspected that his heart was not in the business of locking the barn door after the horse was stolen.

His philosophic concern was more with what happens to men before and after prison than in prisons—even better prisons. He has been a steadfast advocate of a sound parole system even when that advocacy brought him into disagreement with heads of other bureaus in the Department of Justice.

In his new post with the Boys' Clubs of America, Inc., Mr. Bates will work closely with ex-President Herbert Hoover, recently elected chairman of the board, on an enlarged program for youth in neglected and high delinquency areas. In his letter of resignation to Attorney General Cummings, Mr. Bates said: "This seems to offer a splendid opportunity in the field of crime prevention. Incidentally a salary 50 percent in excess of what I am receiving has been guaranteed."

Succeeding Mr. Bates as director of the U. S. Bureau of Prisons is his former assistant, James V. Bennett.

Presidents—Henry G. Barbey, engineer, known for his many years of "board member service" in health and welfare work, has been elected president of the Society of the New York Hospital, succeeding the late Wilson M. Powell. Barklie McKee Henry, president of the New York Association for Improving the Condition of the Poor, was elected vice-president. Mr. Barbey is the twenty-sixth president of the hospital, the first having been John Watts, who headed the group to which George III of England granted a charter to establish and maintain the first general hospital in New York City and the second in colonial America.

Lawson Purdy, acting president of the Russell Sage Foundation since the death of Robert W. de Forest, has now been elected president.

The learned societies which met in Chicago, the last week of December, elected as presidents: O. M. W. Sprague, Harvard University, the American Economic Association; W. Randolph Burgess, New York, the American Statistical Association; Ellsworth Faris, University of Chicago, the American Sociological Society; Henry A. Sanders, University of Michigan, the American Philological Association; and William B. Dinsmoor, Columbia University, the Archeological Institute of America.

Honors—Dr. Hugh S. Cumming, former surgeon general of the U. S. Public Health Service, was awarded the Marcellus Hartley Medal of the National Academy of Sciences in appreciation of his "eminent services to the public, performed without a view to monetary gains and by methods which in the opinion of the academy are truly scientific."

Citations "for the protection of human rights" were presented by New York Lodge No. 1, B'nai B'rith, to Charles H. Tuttle, Oswald Garrison Villard, Jeremiah T. Mahoney, Dorothy Thompson, Newton D. Baker and James G. MacDonald, all more or less of New York, and the U.S.A. . . . The Brooklyn (N. Y.) Lodge of B'nai B'rith presented an award to the *Brooklyn Daily Eagle,* as the New York City newspaper that had done most last year to promote inter-racial amity, as well as good will among the people of the United States. . . . The out-patient department of Palestine's first medical center, now under construction in Jerusalem, will be named for Supreme Court Justice Louis D. Brandeis.

Celebrating Homer Folks' seventieth birthday, February 18, a group of his friends and associates in New York will give a dinner in recognition of his distinguished contributions to health and welfare. Executive of the State Charities Aid Association of New York during most of this century, Mr. Folks' wide range of activities and his push for action along the whole social front caused Paul Kellogg to characterize him as "'a human invention as significant as the dynamo."

On Campus—Levering Tyson of New York, distinguished in the field of adult education, and organizer and director of the National Advisory Council on Radio in Education, is the new president of Muhlenberg College, Allentown, Pa.

The New Jersey College for Women has added Prof. W. O. Brown to its faculty for courses in labor problems, social

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

legislation, social change and social control and population problems. Professor Brown was formerly at the University of Cincinnati, and more recently with the WPA research division in Washington.

New Jobs—Frank W. Hagerty, for four years probation officer of the U. S. Court of the Southern District of New York, has joined the staff of the National Probation Association as a field agent. Mr. Hagerty's services for field surveys, probation institutes and educational activities will be available to communities which request them.

Following through a new program of child placement, the Jewish Children's Home of Kansas City, Mo. has added to its staff Doris Rosenstock, from the University of Wisconsin.

Helen Eastman, who was general secretary of the Social Welfare Society of Lincoln, Neb., is a new staff member of the Association of Junior Leagues of America.

Ida F. Butler, long assistant director of nursing service of the American Red Cross, has been appointed national director, to succeed the late Clara D. Noyes. Miss Butler was active in Red Cross work before the World War and at that time served the organization in France in the Lyons hospitals for refugee children. . . . Rena Haig, who was director of public health nursing of the Pacific branch, American Red Cross nursing service, has been appointed chief supervising public health nurse of the California State Department of Health. . . . Elizabeth Martin, formerly executive secretary of the Missouri State Nurses' Association, is now superintendent of Children's Mercy Hospital of Kansas City, Mo.

The chief officer of the New York state division of parole is now David Dressler, who headed the list in the civil service promotion examination. He succeeds Philip Bramer, resigned. Phillip T. Collins is the new case supervisor in charge of the department's social work program.

Books—Best sellers from the Russell Sage Foundation publications department during the year just past were: Cash Relief, Joanna Colcord; Social Diagnosis, Mary Richmond; Social Work as a Profession, Josephine Brown; Social Work Year Book; What Is Social Case Work, Mary Richmond—in the order mentioned. A half dozen others, of more specialized appeal were within shooting distance of the leaders.

Meetings—The American Public Health Association announces—in very good season—that its sixty-sixth annual meeting will be October 5-8. . . . The International Hospital Association will hold its 1937 sessions in Paris, July 6-11.

The American Home Economics Association will meet in Kansas City, Mo., June 21-25. Information from Katharine McFarland Ansley, 620 Mills Building, Washington, D. C. . . . The National League for Nursing Education and the New England Division of the American Nurses' Association will meet in Boston, May 10-14. . . . The International Council of Nurses will meet in London, July 19-24.

News Notes—A new organization, the American Public Works Association, has been formed consolidating the membership of the American Society of Municipal Engineers and the International Association of Public Works Officials. Address, 850 East 58 Street, Chicago.

A new chapter house, a memorial to the late Christine L. Reeve, has been given to the Pasadena chapter of the American Red Cross by her husband, General Charles McC. Reeve, for many years chapter chairman.

The first Young Women's Christian Association in this country, that of Boston, is celebrating its seventieth birthday.

After twenty years "at the old stand," New York's venerable Grand Street Settlement has moved from the street which gave it its name to the building formerly used by Clark House at 283 Rivington Street.

Turnover—MacEnnis Moore will henceforth devote his full time to the finance and publicity program of the National Association for Travelers Aid and Transient Service. The other job which he has been driving tandem with NATATS—executive secretary of the Committee on Care of Transient and Homeless—goes to Philip E. Ryan, Jr., recently with the transient division of the New York Temporary Emergency Relief Administration.

Edna S. Lewis, for two years with the New York Adult Education Council, has succeeded Caroline Simon, resigned, as executive director of the New York section, National Council of Jewish Women.

Agnes T. Miller, formerly with the New Jersey ERA, is now case supervisor of the New Jersey Children's Home Society, succeeding Elizabeth E. Muller who has resigned to join the staff of the Baltimore Children's Aid Society. . . . Robert K. Bantz has left the Buffalo, N. Y., YMCA to become program director of the "Y" in Bridgeport, Conn. . . . Katharine Wakefield, new chief admitting officer of the Boston Dispensary, was a case worker at that institution before going to Chicago where she performed similar work at the Michael Reese Hospital. . . . Victoria Larmour, formerly a case supervisor of the New York state division of parole has received the habit of the Foreign Mission Sisters of St. Dominic at Maryknoll, N. Y. and will be known as Sister Victoria Francis.

Lucy Carner, executive of the national services division of the national board of the YWCA, has departed for the Chicago Council of Social Agencies, where she now heads the division of education and recreation. At a farewell dinner in New York, a "warning" from Chicago was issued, in the shape of some of Barbara Abel's genial verses. "Lucy, ere you buy your ticket, don't you know Chicago's wicked?" they adjured her.

Deaths

DANIEL W. MACCORMACK, head of the immigration and naturalization service of the U. S. Department of Labor, His death, said Secretary Frances Perkins, "is a desperate loss both to the department and to the country."

MARY H. INGHAM, of Bryn Mawr, Pa., widely known throughout the state for her devoted service to forces for civic and social betterment. She was an active advocate of woman's suffrage, and in 1920 led a state campaign for a new state constitution and ballot simplification.

GEORGE B. NEUMANN, head of the sociology department of Buffalo State Teachers College.

ROY W. PILLING, director of the Los Angeles, Calif. County Relief Administration. Mr. Pilling, a banker, entered relief work in 1933 as a field representative for the state relief administration.

FREDERIC KERNOCHAN, chief justice of the New York City court of special sessions, widely known for his social welfare activities, particularly with the Boy Scouts.

LEON W. GOLDRICH, since its inception the director of the Bureau of Child Guidance of New York City public schools, author and active worker in many projects for maladjusted children.

HORATIO G. LLOYD, chairman of Philadelphia's Committee for Unemployment Relief during the early years of the depression, and one of the founders and an active vice-president of the Philadelphia Welfare Federation.

HERBERT N. SHENTON, head of the department of sociology at Syracuse University, N. Y., and actively associated with the Josiah Macy, Jr. Foundation.

ELSIE N. QUIGGLE, twenty-five years ago a district secretary of Cleveland's Associated Charities and more recently home service secretary of the Greater Cleveland chapter of the American Red Cross.

IRENE H. SUTLIFFE, pioneer in nursing education and directress emeritus of the nursing school of New York Hospital.

MARY JOHNSTON, at one time with the Institute for Social and Religious Research, later statistician of the New York State Charities Aid Association, and since 1931 research assistant in the Charity Organization Department of the Russell Sage Foundation.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Readers Write

Well Worth Trying

To the Editor: Would it be possible for *The Survey* to point up its present listing of pamphlets with an occasional recapitulation, under general headings, mentioning the price, if any, of each item?

Many workers on state staffs have such small salaries that buying books is almost out of the question. Frequently the library facilities to which they have access are very inadequate. But with a little effort much useful reference material can be gathered—pamphlets, reprints and the like—which has elements of choice and which makes possible the pursuit of special interests with a very small outlay of capital. It is surprising what 50 cents or a dollar a month will buy. Such an office library of current pamphlets and reprints, each one stapled into a manila folder, can be kept in the drawer of a file cabinet. A 10-cent store card index will serve for cataloguing and keeping track of circulation.

Mary L. Gardner
Bureau of Public Assistance
Technical Training Division
Social Security Board

Honesty Begins at Home

To the Editor: The need of these times as of all times is for good honest citizens—not half honest, for no one can be half honest any more than he can be half free. The home is traditionally the training ground of character, where discipline is imposed until a code of honor emerges, so definite that truth, distinctions between mine and thine, and unselfish service are a matter of course. Yet in many American homes today, among families of favored origin, there are lapses from integrity as demoralizing to robust character as the action of termites to a wooden structure. I refer to the countenancing of souvenir "lifting" and of vandalism for which the plain old fashioned word is thieving. Not only do the elders tolerate the practice in the young, but they themselves engage in it, as a sort of game, without regard for the implication or the example. It is an ugly habit which is growing and which in large establishments assumes serious proportions. The cost of petty theft and malicious mischief in a single New York hotel adds up to $50,000 annually.

Any one of those hotel pilferers could have afforded to buy his souvenirs; what he really wanted was the excitement of stealing them, an excitement which he carried back to the family at home.

Churches and character building organizations do what they can to counteract adverse influences in the community, but the real roots of character are formed in family life. No family which countenances petty thieving and petty graft can develop character in its members. The more favorably placed the family, the greater its obligation.

A good beginning could be made by house-cleaning out every pilfered souvenir and returning it to its rightful owner.

Gertrude S. Trowbridge
Washington, D. C.

Echo from London

To the Editor: Somewhat tardily I must tell you that the day the August issue of *The Survey* reached me I could not get on with anything else until I had read every word of Mrs. June Purcell Guild's report of the International Conference of Social Work. Writing with the pen of an expert, she brought in everybody who mattered and lots of delightful background in addition. I was always on the lookout for her at the conference, hoping to be of service in supplying information. I know now that my anxiety was vain, as she already was far better posted than I could have made her.

J. C. Pringle
Secretary, Charity Organization Society
London, England

No More Juggling

To the Editor: Before we can get very far in dealing with unemployment, we must arrive at a proper and generally accepted definition of what it actually is. In the early months of the depression we liberalized for relief purposes our commonly accepted definition, a liberalization which is now becoming solidified and which holds serious implications. For example, can the casual, odd-job worker be considered unemployed when for a brief period of time there are no odd jobs? Can the farm hand at $30 a month, with board, room, and gasoline for his car, be defined as unemployed during the three or four winter months, when only a few years ago he saved enough during his working months to carry himself through? Can the beet worker who contracts to handle a plot at so much an acre and who, formerly, with the aid of casual jobs, lived through the winter on his summer earnings, be considered unemployed when the beet harvest is through? Can the shop employe in great seasonal industries be considered unemployed when, by the very nature of the industry as it is organized today, he works forty instead of fifty-two weeks in the year?

All of these questions are germaine to a proper economic and workable definition of unemployment, without which figures and estimates are worth no more than the paper they are written upon, except for polemic purposes. Of course, it is well established that anything can be proved by statistics, and the possibility of this increases with the size of the field. In short, a very slight juggling of the basis for an unemployment count wherein millions are involved easily can distort any picture to support any premise.

This problem is too great for us to brook any further juggling in definition. As long as we accept, even tacitly, such definitions of unemployment as are indicated in the examples I have cited, we will tend to undermine the economic independence and integrity of a large number of our people. If the man or woman who has casual employment—granting of course that, in view of its casual nature, it is paid for at a proper wage—can turn to federally supported employment the day after his private job is ended, we are encouraging a lack of self-dependence within a part of our population which, whether we like it or not, requires a certain constant, economic pressure if it is to maintain itself by its own efforts.

Ernest W. Corn
Works Progress Administration
Denver, Colo.

Heart Warmers

To the Editor: I want you to know how much I appreciate my happy experience with your magazine. It proved my most valuable source of information for a term paper in sociology in the university last summer. My grade was A, and my professor complimented me and urged me to keep my *Survey* file intact—which I was doing anyway.

Texas H. M.

To the Editor: I regret the need of writing this letter, but in these critical days one has to accept the march of events. When I sent in my renewal blank, I had all the hope in the world that my church would be one that could be relied on to pay regularly. Unfortunately, it has proved otherwise, and I am obliged, with deep regret, to cancel my renewal. Depression days have been hard, here in Vermont. Prosperity departed to the cities and has not come back to the villages and in many cases probably never will. Milk is money here—but the farmers are getting practically nothing. Recently their usual monthly checks have been cut almost in half. The more I see of the milk business and its "cooperative" marketing as now handled, the more I wonder that Vermont didn't "go with the nation!"

When times improve I shall become once more a reader of your magazine.

Vermont E. G. W.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Book Reviews

And How They Grew

THE TENEMENTS OF CHICAGO, by Edith Abbott, University of Chicago Press, 505 pp. Price $5 postpaid of *The Survey*.

THE preface to Miss Abbott's book disarms criticism. "The limitations of this volume are clear," it states. "We have attempted some studies of tenement conditions in a great metropolitan area which, almost within the memory of men now living, has grown out of the swamps and prairies. . . . We have attempted only a study of tenement districts and their history."

While the scope of the study is limited, it suffices to show the truth of the declaration of the French Assembly in 1789 that: "Ignorance, neglect and contempt of human rights are the sole causes of public misfortunes and corruptions of government." For those who had some vision of better things, the conditions of the development of Chicago imposed unusually great difficulty. There is an excellent diagram of Chicago showing the boundaries of the original city and the date of each extension of the boundaries by annexation or otherwise. The low, flat prairie made drainage very difficult and costly. The area of the city as incorporated in 1837 was only about ten square miles. Outside that area villages grew up with little regard for plan and probably no regulation of buildings. The city had the misfortune, therefore, to take over areas developed under rural conditions. Little was known of any proper regulation of buildings; much damage was done before the city could exert control; and after the annexation of various areas the city was slow to conceive of regulation. It was slow in establishing a proper water supply and proper drainage—and drainage was difficult and costly.

For such a city it would have been difficult to assimilate a small additional population, even if the newcomers were educated and reasonably efficient. Unfortunately, growth was very rapid and the incoming population was largely of foreign birth, speaking various languages, with no knowledge of English, and fitted only for the lowest paid forms of labor. What all this meant to the unfortunate people who came to Chicago is described at length in terms of poverty, disease, and houses not adapted to receive such a population.

Very little intelligent regulation of tenement houses had been accomplished in the United States before the New York Tenement House Law was adopted in 1901. That law was a compromise, based on the prevailing use of narrow lots fortunately not more than 100 feet deep, while in Chicago the lots were said to be usually 125 feet deep. The New York law exerted a good influence in many cities; but, again unfortunately, cities much smaller than New York, which could have done much better, rarely did as well.

From the record presented in this book it seems that much more effort was expended in curing the disease of bad housing than in preventing its spread. Even to this day, there seems to have been little progress. The book makes sad reading, not only because it describes evil conditions but because there is little reference to any efforts that have been made to bring about better conditions for the future.

In addition to poverty, there are remediable causes of bad housing and some of these have been attacked in Chicago. Illinois, by its constitution of 1851, is cursed with as bad a tax system as any in the United States. The commission appointed by Governor Altgeld, which reported in 1893, made a valiant and intelligent effort to rid the state of the constitutional restraint upon the taxing power and to bring about by statute a modern method of assessment. There have been efforts for a better plan for the city, and method of assessment. There have been efforts to obtain a better housing code, and some accomplishment. It would have been heartening to have found some brief description of these strivings for better things which point the way to improved conditions in the future.

New York LAWSON PURDY

Pictures for Parents

MOTHER AND BABY CARE IN PICTURES, by Louise Zabriskie. Lippincott, 196 pp. Price $1.50 cloth, $1 paper, postpaid of *The Survey*.

PREPARED in attractive form, this book provides help for the mother during the prenatal period, as well as after the baby is born. Although the information is planned for the instruction of mothers, some of it might well be used in teaching students of medicine and nursing. Much information of practical value is given, in few and simple words, with a large number of useful illustrations.

Miss Zabriskie has chosen the subjects for the illustrations with care, so that nearly every picture teaches a valuable lesson. For example, the photographs showing the details of caring for the baby, such as weighing, feeding, and bathing, are excellent. However, the diagrams showing the size of the baby's stomach at various ages might lead the mother to think that the baby could not take more than the small amounts of food specified. It is well known that the size of the stomach varies with the amount of food taken into it, and that some of the food begins to pass out of the stomach almost as soon as it is taken in. The diagram showing the intra-uterine growth of the infant and that showing normal body structure are undoubtedly of great value in helping the mother to understand the instructions given for prenatal care. One questions if the photographs showing some of the details of the process of birth, are of any practical help to a mother.

In the section on artificial feeding, where the mother is directed to boil the milk mixture, the reasons for this precaution might well have been given, and its importance emphasized. The section on sunlight includes a table from a Canadian source, giving the number of minutes a day for sun baths. Obviously these figures are not suitable for use in regions warmer and sunnier than Canada.

Miss Zabriskie has rightly stressed the father's responsibilties, and offers advice to both parents. Fathers, as well as mothers, should learn from such books as this what constitutes good maternal and infant care, and should demand such care.

ETHEL C. DUNHAM, M.D.
U. S. Children's Bureau
Washington, D. C.

Breeding Personality

THE IDEAL SCHOOL, by B. B. Bogoslovsky. Macmillan. 525 pp. Price $2.50 postpaid of *The Survey*.

SOLID, and at times telling whacks against the philosophy of progressive education are brought out in Mr. Bogoslovsky's new book. The author appears to be a man of intelligence who knows and understands modern education. Hitherto, many leading critics of the new school have been "stuffed shirts." This one knows all the terms—activity leading to further activity, the child-centered school, a curriculum arising from the present needs of the children, and so on. Apparently he once believed in all this. But it is his present belief that the philosophy of modern education, as enunciated by Dewey and Kilpatrick, is full of fallacies and contradictions. He quotes Mark Twain as saying, "It makes no difference what you teach a boy, so long as he hates it." The new education, Mr. Bogoslovsky says, goes to the opposite extreme and insists that it makes no "difference what you teach a child so long as he likes it."

He does not believe that "activity leading to more activity" is the open sesame to all that is good and desirable. The business man who is continually expanding his business, to the neglect of his wife, his children and his own soul, may be following the tenets of modern education, but not those of the ideal life, according to Mr. Bogoslovsky.

He believes in indoctrination, and he cannot conceive of any school where indoctrination does not exist. The graduates of progressive schools are indoctrinated,

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

strongly and vehemently, against indoctrination, he declares. They are blasé, sophisticated, strong in one particular—salesmen for the type of education they have had. The author falls down, it seems to this reviewer, when he presents his concept of the ideal school, as a mystical, far-fetched dramatic sort of place, a hybrid of a Carnegie Hall concert, a Hollywood adaptation of a prophetic novel by Wells and a March of Time film.

The creation of a beautiful personality, capable of great friendships, of beautiful feelings and thoughts, of appreciation and love of all that is fine in all arts—music, the dance, painting, sculpture, drama, literature, nature, the use of the voice, the movements of the body—this, he holds, should be the main concern of the school.

Mr. Bogoslovsky describes the new education which he advocates as "personalism." He believes that you can "breed" a personality in the same way as you can train a mathematician and a shoemaker. To his ideal school come professional dancers and dramatic talent; the institution abounds in good music and the arts. Overshadowing these influences are the great personalities of the past, which the students assiduously study and bring back to life on the campus. The whole tempo of the school is orchestrated to music, "velvety lights" and scents of various kinds; for, says the author, "odors build much more powerful 'conditioned reflexes' . . . than other 'stimuli.'"

The book is interesting, but frequently irritating because of its mysticism. The horticulturist who works for a new flower has some notion of what people want, or for what they are willing to pay money. When it comes to personality, what is "good" and what is "beautiful"? Is there one kind of a good life, or are there many, depending on the individual and his objectives?

The Ideal School is written in fictional form, which adds to the interest, but makes the work more verbose. The plot is concerned with a group of educators who have come to make a survey of this new school. One realizes its artificiality when characters make uninterrupted speeches lasting several pages.

New York SAMUEL TENENBAUM

Relief, Yesterday

UNEMPLOYMENT RELIEF IN PERIODS OF DEPRESSION; A STUDY OF MEASURES ADOPTED IN CERTAIN AMERICAN CITIES, 1857-1922, by Leah H. Feder. Russell Sage Foundation. 384 pp. Price, $2.50 postpaid of *The Survey*.

HERE is a scholarly and detailed study of the relief measures adopted in a number of American communities during six major depressions. Miss Feder points out that, during each of the recurring emergencies, measures were embarked upon quite evidently without understanding or appreciation of previously tried remedies. As others have observed, recovery has always had an "anesthetizing effect upon our memory." This regrettable disregard of "the lessons of history" is the raison d'etre of the present study.

As the measures adopted by individual communities can be considered intelligently only against the background of the capacity of previously existing agencies to meet the new needs, and of the attitudes of local communities toward the whole problem of relief, the author devotes many pages to supplying this information for each of the localities studied, during each of the six depressions. If the reader hopes to find a panacea for the relief problems of any community during any emergency, he is doomed to disappointment. As the author points out, many experiments which were successful in particular cities, met with general criticism, or ended in failure when tried in other communities with different traditions and attitudes.

That the social philosophy underlying measures adopted in the various parts of the country should have changed somewhat, during succeeding depressions, is not surprising in view of the fact that modern social work saw its rise and probably most phenomenal development during the years covered by this study. However, it had not yet been clearly borne in on the country as a whole, that many sections of the nation lacked the leadership, the financial resources and the coordinating organization of federal, state and local agencies of government to make adequate provisions for care of those thrown on relief during the downward trends of our still recurring business cycles.

As an historic document, Miss Feder's book bears the earmarks of careful scholarship. One can only hope that the author will soon add to the volume under review a second one devoted to the relief measures of the recent economic crisis. Unless one believes that this was just another depression, and that recurrences of such crises will be replicas of those before the Second Industrial Revolution, the reviewer can not but believe that we have more to learn from the new and vast experiments undertaken in meeting the passing emergency than from the lessons of all previous depressions combined. Never before in history had America been faced with the threat of mass starvation. Never before had local relief, both private and public, proved so inadequate to meet the burdens placed upon it. Most of the traditional ideas and methods of providing unemployment relief have been revealed as utterly unsuited to the problems of present-day mass unemployment. They will have to be discarded, not only as woefully inadequate to meet the needs of a new era, but also as out of keeping with the spirit of the times. It is encouraging to note that gradually there is being set up a carefully integrated program of fed-

BOOKS FOR THE SOCIAL WORKER

ADVANCE ANNOUNCEMENT

SOCIAL WORK YEAR BOOK, 1937

Edited by RUSSELL H. KURTZ

NEW in its editor — NEW in its material — NEW in the light it sheds upon the vast changes occurring in social work as a result of the Social Security Act and kindred recent legislation. The book is in press. Advance orders may be placed now. Price, $4.00.

RUSSELL SAGE FOUNDATION

130 East 22nd Street New York

HANDBOOK ON SOCIAL WORK ENGINEERING

By JUNE PURCELL GUILD and ARTHUR ALDEN GUILD

A book valuable to public welfare workers, social case workers, medical workers, and those employed in other fields of social work by providing methods of organizing to meet the social problems of their communities. Agency board members join professional social workers in proclaiming Social Work Engineering as something new in the field of social organization and financial support, practical, readable, authoritative.

$1.50 prepaid from The Survey

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

eral, state and local governmental agencies whose function it is, when no suitable jobs are available, to administer relief to all citizens in need, not as a mere dole, but as a right.

Haverford College FRANK D. WATSON

Wise Men to Laity

MEDICINE AND MANKIND: LECTURES TO THE LAITY DELIVERED AT THE NEW YORK ACADEMY OF MEDICINE, edited by Iago Galdston, M.D. Appleton-Century. 217 pp. Price $2 postpaid of *The Survey*.

THOUGH it is impossible to ascertain from the book itself when these lectures were delivered, we may assume that they are of recent date. Rather more than half the book deals with excerpts from the history of medicine, excellently presented. Then come three chapters on special medical topics: The Organic Background of Mind, by Dr. Foster Kennedy; and The Story of The Vitamins, by Dr. E. V. McCollum—experts in their subjects. Finally Dr. Alexis Carrel writes on The Mystery of Death, on which he knows about as much as the rest of mankind.

The chapters by Dr. Kennedy and Dr. McCollum seem to me the best in the book. But all are interesting and not too technical for general reading. Of the vitamin researches Dr. McCollum well says, "They have dramatized nutrition to a degree which has attracted the attention not only of welfare workers in many countries but also of governments."

RICHARD C. CABOT, M.D.

Harvard University

Romance in Social History

WELFARE ACTIVITIES OF FEDERAL, STATE, AND LOCAL GOVERNMENTS IN CALIFORNIA, 1850-1934, by Frances Cahn and Valeska Bary. University of California Press. 422 pp. Price $3.50 postpaid of *The Survey*.

LIKE the traveler who gazes backward down a long valley through which he has come, the people of California pause to take stock of eighty years of welfare planning and practice. The first authentic record of that long progress appears in this beginning volume of the University of California's new series on interrelationships in governmental functioning.

This is a thorough piece of work, providing "a perspective of the growth of some of the public welfare activities" in the state, and indicating "the development of relationships of federal, state and local governments." Discussion of adult offenders and children in industry are omitted, but only because later volumes are to deal with them.

Part One deals with the care of children, the dependent and neglected, the delinquent and the handicapped; every enactment marks the essential facts that led up to it and the story of its application. The authors omit nothing vital, treat nothing in haste, waste no time on nonessentials.

The second part is an equally valid treatment of the care of adults; from the private contract for the care of unfortunate "forty-niners," through the almshouse stage to the county hospital. The great landmark comes in 1903—the creation of a state board of charities and corrections. The long story of immigration through the railroad expansion era with its dour aftermath, the problem of the Asiatic, is an absorbing chapter. These and many more aspects of welfare growth make this work a storehouse of accurate information and keen appraisal of trends. It is social history in terms of exact report. In this saga of its factual development lies the true romance of the Golden State.

ROBERT W. KELSO

Michigan Graduate Institute of Social Work

Focus and Confirmation

NEW LIGHT ON DELINQUENCY AND ITS TREATMENT, by William Healy, M.D., and Augusta F. Bronner. Yale University Press. 226 pp. Price $2 postpaid of *The Survey*.

RATHER than throwing new light on delinquency this volume confirms and greatly strengthens the thinking of progressive clinicians. It recognizes that multiple rather than single causation is involved in the delinquency response but it does not stop at this indeterminate point. Instead, it brings to a clear focus the fact that major emotional disturbances existed in 92 percent of the cases studied. Furthermore, it clearly shows that disturbed affectional relationships and frustrated achievement urges are the dominant causal factors.

In concluding that delinquency is a form of rational behavior occurring in response to satisfaction-seeking drives and urges, this work culminates previous writings of the authors and confirms the observations of Aichhorn, Alexander, Levy, Kenworthy and others. The method utilized in establishing a control group of nondelinquent siblings gives validity to the observations. The chapters on treatment intrigue the reader through suggesting much that is not fully discussed because of the summary form of this portion. One wishes for a subsequent volume devoted to treatment. The relatively effective therapeutic procedures should make an invaluable contribution to the field.

The book will throw new light on delinquency as previously comprehended by many educators, social workers, psychologists, sociologists and some psychiatrists. For those who have long been utilizing psychoanalytic concepts in their interpretation of human behavior, this research confirms their diagnostic thinking, practice and teaching. Instructors in graduate schools of social work will find this an invaluable text to substantiate their points of view. The social implications of the research are wide and it is to be hoped that the findings will be utilized broadly in schools, courts and educational projects with parents. It is believed that the concepts emerging herein have been well integrated into the practice of progressive clinical and social case work groups.

CHARLOTTE TOWLE

School of Social Service Administration University of Chicago

Psychiatrist's Biography

RECOLLECTIONS OF RICHARD DEWEY, PIONEER IN AMERICAN PSYCHIATRY, by Clarence B. Farrar, M.D. Edited by Ethel L. Dewey. University of Chicago Press. 173 pp. Price $2 postpaid of *The Survey*.

AS history is made up of the lives of men and the transmutation of their ideas into action, biography possesses a constructive value for backgrounds and for planning.

Dr. Dewey's recollections are a very readable and pleasant narration of the simple life in New York State from 1845 to 1870, with some sharp pictures of Germany at the end of the Franco-Prussian War. The significance of the work lies in the record of his twenty-two years as a pioneer psychiatrist, with an especially rich service at the Kankakee Hospital in Illinois, at which he introduced the cottage plan, abolished mechanical restraints and established a training school for psychiatric nurses.

New York IRA S. WILE, M.D.

Harnessing Young Dynamos

YOUTH SERVES THE COMMUNITY, by Paul R. Hanna. Appleton-Century. 303 pp. Price $2 postpaid of *The Survey*.

THE rare combination of readability with authoritative and professional research in social and educational fields is accomplished in Professor Hanna's book. Advanced and liberal educators today recognize that, until formal education has reorganized itself along more realistic lines, some nexus must be found between the classroom and communal life. In communal life, I include all the extra school activities that make up the American community, civic, business and recreational.

Professor Hanna has made a survey of substantially all the organized youth activities in the United States that might come within those three categories. With selected samples of these activities, he shows how youth contributes to public safety, civic beauty, community health, agricultural and industrial employment, and to civic arts.

The activities are projects initiated by the youths themselves, and usually sponsored by some adult group. Criteria of usefulness are laid down by Professor Hanna as follows:

The youth who participate in a project must sense its social significance.

Youth must have a part in planning the project.

Youth must have some sporting chance of carrying the project proposed through to more or less successful conclusion.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

DIRECTORY OF SOCIAL ORGANIZATIONS

Civic, National, International

Library Service

AMERICAN LIBRARY ASSOCIATION, 520 North Michigan Ave., Chicago. To aid in the extension and improvement of library service.

Child Welfare

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

NATIONAL FEDERATION OF DAY NURSERIES—130 East 22nd Street, New York City. To federate day nurseries in the U. S. and assist them to establish and maintain approved standards of care.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC.—155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studies, Library, Recreation, Remedial Loans, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Directors, Harry W. Laidler and Norman Thomas, 112 East 19th Street, New York City.

Drop a Line
to the
HELP WANTED COLUMNS
SURVEY MIDMONTHLY
when in need of workers

Health

THE NATIONAL COMMITTEE FOR MENTAL HYGIENE, INC.—Dr. Arthur H. Ruggles, president; Dr. C. M. Hincks, general director; Clifford W. Beers, secretary; 50 West 50th Street, New York City. Pamphlets on mental hygiene, child guidance, mental disease, mental defect, psychiatric social work and other related topics. Catalogue of publications sent on request. "Mental Hygiene," quarterly, $3.00 a year.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—50 W. 50th St., New York. Dorothy Deming, R. N., Gen. Dir. Advisory service, statistics, monthly magazine.

NATIONAL TUBERCULOSIS ASSOCIATION—50 West 50th Street, New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

AMERICAN BIRTH CONTROL LEAGUE—A Clearing House, cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 41 states, including 17 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 515 Madison Avenue, New York City. WIckersham 2-8600. President: Clarence Cook Little. Medical Director: Eric M. Matsner, M.D.

New York City

THE BIRTH CONTROL CLINICAL RESEARCH BUREAU, 17 West 16th Street; MARGARET SANGER, Director; has added evening sessions, Wednesday and Thursday evenings, from 7 to 9 P.M., for the benefit of mothers who work and cannot come to the Clinic daily from 9 to 4.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Edith Abbott, President, Chicago; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-fourth annual convention of the Conference will be held in Indianapolis, Ind., May 23-29, 1937. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Vocational Counsel and Placement

JOINT VOCATIONAL SERVICE, INC.—Offers vocational information, counsel, and placement in social work and public health nursing. Non-profit making. Sponsored as national, authorized agency for these fields by American Association of Social Workers and National Organization for Public Health Nursing, 122 E. 22nd St., New York City.

Religious Organizations

COUNCIL OF WOMEN FOR HOME MISSIONS—105 East 22nd Street, New York City. The Inter-Denominational body of 23 women's home missions boards of the United States and Canada uniting in program and financial responsibility for enterprises which they agree to carry cooperatively, such as Christian social service in Migrant labor camps, and Christian character building programs in Indian American government schools.

President, Mrs. Millard L. Robinson
Executive Secy., Edith E. Lowry
Associate Secy., Charlotte M. Burnham
Western Field Secy., Adela J. Ballard
Migrant Supervisor, Gulf to Great Lakes Area, Mrs. Kenneth D. Miller

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—221 West 57th Street, 9th floor, New York City. Mrs. Arthur Brin, President; Mrs. Maurice L. Goldman, Chairman Ex. Com.; Mrs. Marion M. Miller, Executive Director. Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTION ASSOCIATIONS—347 Madison Avenue, New York City. Eskil C. Carlson, President; John E. Manley, General Secretary. A federation of 1123 local associations, through state and area councils, for Christian character education among youth. Meets annually to determine service projects and budget for cooperation with local member organizations in program emphasis and interpretation, fiscal operations, etc. Emphasizes lay-professional cooperation, group and club activity, and self-governing programs of physical, social and religious education, public affairs, international education and special cooperative projects, citizenship, etc. Specialized work among transportation, army and navy, student, colored, rural, and certain other groups.

Recreation

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to every boy and girl and citizen of America an adequate opportunity for wholesome, happy play and recreation.

?

Is your organization listed in the Survey's Directory of Social Agencies? If not—why not?

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

CLASSIFIED ADVERTISEMENTS

Rates: Display: 21 cents a line, 14 agate lines to the inch. Want advertisements five cents per word or initial, including address or box number. Minimum charge, first insertion, $1.00. Cash with orders. Discounts: 5% on three insertions; 10% on six insertions. Address Advertising Department.

TEL.: ALGONQUIN 4-7490 **SURVEY MIDMONTHLY** 112 EAST 19th ST. NEW YORK CITY

WORKERS WANTED

National organization, established, unique, engaging, seeks field worker to expand membership in various cities. Should have background of acquaintance with social work and movements and experience in raising money. Address 7403 c/o Survey.

Large Settlement not in New York, has opening for woman with experience in Settlement field, to head up all activities in group work. Address letter with full details to 7411 Survey.

SITUATIONS WANTED

Graduate student, fellowship social case work, wants part-time work; evenings, Saturdays and Sundays. B.S. in Economics. Experienced in hack work on thesis, books, typing. Works well with children. 7410 Survey.

Cultured, middle-aged woman, Episcopalian, trained social worker, wishes position as director of school or institution for children or adolescents or Settlement House. Experienced executive. Excellent social and professional references. 7412 Survey.

Single young man of good habits, desires position in private greenhouse, chauffeur, nightwatchman, handyman or caretaker. Will accept any type of work. Experienced. Can furnish excellent references. 7401 Survey.

American Negro Ph.D. (Jan., 1937) University of Dijon, France; college teaching experience; wants directorship of boys' work or principalship of an agricultural school in the Americas or Africa. 7408 Survey.

CAMP DIRECTOR—Outstanding expert and authority on children's camps available this summer. Top-notch progressive organizer. Unexcelled successful experience. Correspondence confidential. Box 7407 Survey.

Your Own Agency

This is the counseling and placement agency sponsored jointly by the American Association of Social Workers and the National Organization for Public Health Nursing. National. Non-profit making.

Joint Vocational Service

(Agency)

122 East 22nd Street, 7th floor, New York

GERTRUDE R. STEIN, INC.

Vocational Service Agency

11 East 44th Street NEW YORK

MUrray Hill 2-4784

A professional employment bureau specializing in social service, institutional, dietetic, medical, publicity, advertising and secretarial positions.

SITUATION WANTED

Experienced corrective speech teacher, trained in psychiatric approach, also experienced in tutoring, desires position June, July, August. 7404 Survey.

to EMPLOYERS

Who Are Planning to Increase Their Staffs

We Supply:

Executives	Dietitians	Grad. Nurses
Case Workers	Housekeepers	Sec'y-Stenogs.
Recreation Workers	Matrons	Stenographers
Psychiatric Social Workers	Housemothers	Bookkeepers
Occupational Therapists	Teachers	Typists
		Telephone Operators

HOLMES EXECUTIVE PERSONNEL

One East 42nd Street New York City

Agency Tel.: MU 2-7575 Gertrude D. Holmes, *Director*

THE BOOK SHELF

"THE AUTOMOBILE INDUSTRY AND ORGANIZED LABOR"

by A. J. MUSTE

Gives facts on sales and wages and organization before the strike.

Price 15c—reductions for quantity orders.

CHRISTIAN SOCIAL JUSTICE FUND

513 Park Avenue Baltimore, Md.

LOG OF THE TVA

By Arthur E. Morgan

Director of the TVA

An attractive paper-bound book, containing all instalments of the story of the TVA, written by its Director.

50c each postpaid

SURVEY ASSOCIATES, INC.

112 E. 19 St. New York, N. Y.

"THE NEXT GREAT PLAGUE TO GO"

By Thomas Parran

Surgeon General, U.S.P.H.S.

Thousands sold. A new supply is now available with charts which accompany the article.

10c each

Greatly reduced rates in quantity

SURVEY ASSOCIATES, INC.

112 E. 19 St. New York, N. Y.

PAMPHLETS AND PERIODICALS

The American Journal of Nursing shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 50 West 50 Street, New York, N. Y.

SUPPLYING INSTITUTIONAL TRADE

SEEMAN BROS., INC.

Groceries

Hudson and North Moore Streets New York

LITERARY SERVICES

Special articles, theses, speeches, papers. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

Youth must accept the responsibility for success or failure of the project.

Youth must actually grow in total personality as a result of the work undertaken.

Any project must culminate in the actual improvement of living in the community.

Projects must be clearly an obligation of youth as well as adulthood.

Insofar as possible, projects must get at the basic problems of improving social welfare.

The fact that the book contains a preface and foreword and an introduction, as well as a substantial appendix, bibliography and index, does not in any way interfere with its readability. W. Carson Ryan, Jr., chairman of the publications committee of the Progressive Education Association, supplied the foreword. The introduction, entitled The Underlying Philosophy of Cooperative Activities for Community Improvement, by William H Kilpatrick of Teachers College, is an essay full of substance and of outstanding literary merit. His definition of philosophy, "a conscious application of plain common sense," is an example of the pithiness of his paper. The research was done by a WPA staff. (Project No. 65—97—295, Sub-project No. 26)

Everyone interested in the youth problem should read this book, without fail.

New York CHARLES TAUSSIG

Hospital Administration

ADMINISTRATIVE PSYCHIATRY, by William A. Bryan, M.D. Norton. 349 pp. Price $3.50 postpaid of *The Survey*.

A LONG awaited and much needed work on the methods of administration of state hospitals. The author, a well known superintendent, who conducts an equally well known and an excellent institution, the Worcester State Hospital in Massachusetts, has given us an admirable survey of his conceptions of the functions of administration. The book can be recommended to medical officers in state hospitals.

WILLIAM A. WHITE, M.D.

Washington, D. C.

Run of the Shelves

PROBLEMS OF THE FAMILY, by Willystine Goodsell. Appleton-Century. 510 pp. Price $3.50 postpaid of *The Survey*.

A REVISED edition of a work published eight years ago. Factual and statistical information is brought up to date and emphasis shifted in line with recent advances in scholarship.

PRACTICAL EXAMINATION OF PERSONALITY AND BEHAVIOR DISORDERS, ADULTS AND CHILDREN, by Kenneth E. Appel, M.D. and Edward A. Stricker, M.D. Macmillan. 219 pp. Price $2 postpaid of *The Survey*.

THIS is a practical manual setting forth the technique of psychiatric observation and notation employed at the School of Medicine at the University of Pennsylvania, and in the Department of Nervous and Mental Diseases of the Pennsylvania Hospital. It is a book well arranged for the guidance of students of psychiatry in the art of interrogating patients. It is also helpful in facilitating student insight concerning the basis for personal and behavior disorders.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED